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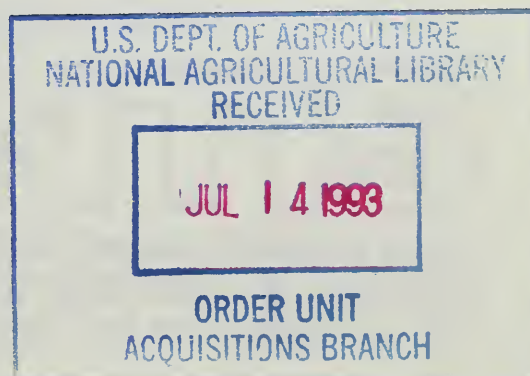
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PROPOSED OFF-ROAD VEHICLE REGULATIONS AND ADMINISTRATIVE INSTRUCTIONS

FOREST SERVICE
WASHINGTON, DC

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PROPOSED OFF-ROAD VEHICLE REGULATIONS
AND ADMINISTRATIVE INSTRUCTIONS

Forest Service
Washington, D. C.

27 September 1973

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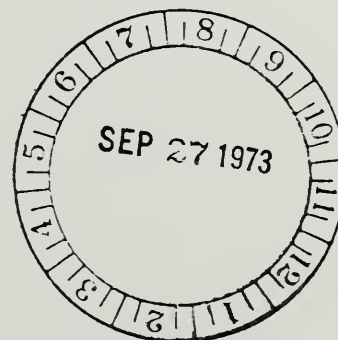
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National Technical Information Service Cover Sheet

U.S. DEPARTMENT OF AGRICULTURE
Forest Service

I. Report number	- USDA-FS-FES (Adm.)- 73-49
II. Title	- USDA Final Environmental Statement on Use of Off- Road Vehicles
III. Responsible official	- Chief John R. McGuire
IV. Date filed with CEQ	SEP 26 1973
V. Prepared by	- U.S. Department of Agriculture, Forest Service, Division of Recreation, Washington, D.C. 20250

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THEORY

The first part of the theory is the definition of the function $f(x)$ and the function $g(x)$. The function $f(x)$ is defined as the function which is continuous at x and has a unique limit at x . The function $g(x)$ is defined as the function which is continuous at x and has a unique limit at x . The second part of the theory is the definition of the function $h(x)$ and the function $k(x)$. The function $h(x)$ is defined as the function which is continuous at x and has a unique limit at x . The function $k(x)$ is defined as the function which is continuous at x and has a unique limit at x .

USDA Forest Service Environmental Statement
Proposed Off-Road Vehicle Regulations
and Administrative Instructions
Prepared in Accordance with
Section 102(2)(C) of Public Law 91-190

Summary Sheet

- I. Draft () Final (X)
- II. Forest Service
- III. Administrative (X) Legislative ()
- IV. Brief Description of Action

In accordance with Executive Order 11644 the regulations to be incorporated in the Code of Federal Regulations and administrative instructions to be incorporated into the Forest Service Manual system establish policies and provide for procedures that will ensure that the use of off-road vehicles on National Forest System lands will be controlled and directed so as to protect resources, promote safety of all users and minimize conflicts among the various uses of these lands. The regulations and administrative instructions are enclosed as appendix A and B.

V. Summary of Environmental Impact and Adverse Environmental Impacts

The regulations and administrative instructions provide that recreational off-road vehicle use on the National Forest System lands be conducted to minimize the impact on the environment by reducing associated noise, protecting vegetation, wildlife, wildlife habitat, water and air quality, minimizing soil damage, promoting safety and welfare of the users and minimizing other use conflicts.

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Off-road vehicles used in mineral activities are excepted from the regulations and could produce some or all of the adverse environmental impacts which the regulations are intended to minimize. The Forest Service is in the process of issuing revised mining regulations that could minimize adverse impacts from this use. The esthetic effect associated with the signs needed to control and enforce off-road vehicle use might be considered an adverse environmental effect. Through proper design and placement of signs, this impact would be minimized. Another potential adverse environmental effect is that control of vehicle use might reduce needed game harvests in some areas.

VI. List of Alternatives Considered

- A. Immediate prohibition of all off-road vehicles on National Forest System lands followed by study and later designation of areas and trails where use is allowed.
- B. Continued recognition of, and provisions for, off-road vehicle use. Study and identify areas where this use is and is not acceptable and impose necessary controls as outlined in the administrative instructions.

VII. Federal Agencies from which Comments have been received

Bonneville Power Administration, USDI, Portland, Oregon
Bureau of Indian Affairs, Albuquerque, New Mexico
Corps of Engineers, South Pacific Division, San Francisco, California
Department of the Army, Ft. Leonard Wood, Missouri
Geological Survey, Washington, D.C.
Soil Conservation Service, USDA, Reno, Nevada
Soil Conservation Service, USDA, Washington, D.C.

Soil Conservation Service, USDA, Albuquerque, New Mexico

U.S. Atomic Energy Commission

U.S. Department of the Interior, Washington, D.C.

U.S. Environmental Protection Agency, Washington, D.C.

VIII. Date Draft Environmental Statement made available to Council on Environmental Quality and the Public: March 14, 1973

Date Final Environmental Statement made available to Council on Environmental Quality and the Public: SEP 26 1973

USDA Forest Service Environmental Statement
Proposed Off-Road Vehicle Regulations
and Administrative Instructions

Prepared in Accordance with
Section 102(2) (C) of Public Law 91-190

Type of Statement: Final

Date of Transmission to CEQ: SEP 26 1973

Type of Action: Administrative

Responsible Official: John McGuire
Chief, Forest Service
U.S. Department of Agriculture
Washington, D.C.

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I. DESCRIPTION

The increasing use of off-road vehicles on public lands of the United States brought about the issuance of Executive Order 11644. This order stated: "The widespread use of such vehicles on the public lands - often for legitimate purposes but also in frequent conflict with wise land and resource management practices, environmental values, and other types of recreation activity - has demonstrated the need for a unified Federal policy toward the use of such vehicles on the public lands."

The purposes of the regulations and administrative instructions are to establish policies and provide procedures which will ensure that the use of off-road vehicles on National Forest System lands will be controlled and directed so as to protect the resources, promote the safety of users, and minimize conflicts among the various uses.

With the advent of 4-wheel-drive vehicles, off-road vehicle use became a popular activity on National Forest System lands and other public lands. Following the 4-wheel-drive vehicle came other machines such as motor scooters, all-terrain-vehicles, dune buggies and snowmobiles. It was soon recognized that indiscriminate use of these types of vehicles could cause damage to the environment, create safety problems, interfere with wildlife propagation and survival, and conflict with other users of public lands.

Much of the 187 million acres of National Forest System lands are characterized by steep, rocky topography and/or dense vegetation which makes the use of off-road vehicles difficult or impossible except where trails have been constructed. Less area is characterized by relatively gentle slopes and/or less-dense vegetation.

Over the years the Forest Service has recognized that many forms of travel by mechanized vehicles are recreational activities. Such activities have been encouraged where environmental damage is minimal. It was also recognized that vehicles used for recreation may have deleterious effects upon the environment. As a result, controls have been instituted to regulate this type of use where critical problems have occurred or were anticipated. Many restrictions and closures have been made throughout the National Forest System.

Approximately 8,000 miles of the 80,000 miles of National Forest trail system outside of Wildernesses and Primitive Areas is closed to vehicle use. The closure involves closure of trails where resource damage is occurring or designation where special management objectives apply, such as hiking areas, nature trails, National Scenic Trails, trails leading to Wilderness, and trails limited to travel by foot and horse.

In addition to Wilderness and Primitive Areas which total some 14.5 million acres, approximately 4.5 million acres in 395 areas in the

National Forest System are closed to cross country travel by vehicles. These closures have been made to prevent damage to soil and vegetative resources or for other special management purposes such as protecting scenic, botanic or research natural areas, or for the protection of rare or endangered wildlife species such as the California Condor. Some areas are closed to vehicles to maintain public safety. Over one million acres in southern California are closed to entry except on designated highways and specified campgrounds for certain periods each year to reduce the hazard from fires on highly flammable and important watersheds.

Snowmobile closures involve 248 areas covering three million acres. The most common reasons for these closures are to protect vegetative cover, to avoid conflicts with other users such as skiers, and to protect wildlife. A few areas are closed because of danger from avalanches.

With the increase in the number of off-road vehicles being manufactured and the increased use on the public lands in recent years, many public land administrators, conservation organizations, users, and permittees of the public lands have expressed increasing concern about this activity. Problems associated with this kind of use occurred on most public lands in varying degrees. The need for consistent recognition of problems and action to control them resulted in Executive Order 11644.

The objective of this action is to evaluate the effect of off-road vehicle use upon the life systems affected, and to institute controls where needed to minimize negative effects. This may include limiting the types and number of vehicles or time of year they may be used, prohibiting use of designated areas or trails, or designating areas and trails for use.

Technology has provided man the mechanical means for traversing many types of terrain with machines. With increased leisure time, the use of public lands has grown to the extent that action is needed to ensure that future use will be directed so as to minimize damage to the environment, promote safety and to minimize use conflicts.

The acquisition and use of off-road vehicles has increased dramatically in recent years with a resultant economic impact on the United States and more particularly in many localized areas. A recent study of off-road vehicles by a Department of the Interior Task Force indicates that vehicles sales have created an economic boost to the general market. In 1971, the projected sales of motorcycles were for \$900 million, while projected snowmobile sales were \$376 million.

Rural economies have felt significant increases due to snowmobile use in winter. Many small resort communities which were once dependent upon summer recreation now have business establishments which are open yearlong due to the winter use of snowmobiles. On a regional scale, the Upper Great Lakes Regional Commission reported snowmobiling was worth \$212,180,000 to the States of Minnesota, Wisconsin, and Michigan in 1970-1971.

II. ENVIRONMENTAL IMPACTS

The following impacts will be realized as a result of the proposed action:

A. Air

There are temporary impacts on air quality from off-road vehicle use. The impacts include dust created by vehicles traveling on dusty trails or across areas that are sparsely vegetated with loose soils. Emissions from internal combustion engines adversely affect air quality. These impacts increase with the number of vehicles using a given area. Air quality could be improved by controlling off-road vehicle use in these situations.

B. Water

An effect of the controlled use of off-road vehicles may be on the physical, chemical, biological and esthetic qualities of water through the reduction of stream siltation and pollution. Indiscriminate use of machines in some areas may rut slopes, break down stream banks or loosen soil in or adjacent to streams so that erosion and siltation can occur. Use of machines in stream beds can affect the spawning, migrating and feeding habits of fish and other aquatic life. Use of over-snow vehicles may result in some water pollution from litter and waste left behind. Vehicles can affect water quality by adding oils, greases, scum and other matter.

C. Soils

Soils in many areas of the National Forest System are susceptible to erosion, compaction, or displacement from indiscriminate or uncontrolled use by off-road vehicles. In highly erodible soils, soil movement may increase and the hydrological functioning of the soil may be impaired. Soil compaction temporarily (from a few months to many years) affects productivity and hydrologic functioning. Many sandy soils (and some silty soils) are inherently loose or weakly aggregated, and under certain conditions are "splashed" about in a manner similar to water. Through soil erodibility appraisals, and evaluations of compaction and displacement hazards, areas that could suffer damage of long duration from machines can be identified and use can be controlled. A direct effect of controlled use on susceptible soils would be the reduction of soil movement, soil compaction, and soil displacement.

D. Vegetation

Many plant communities are vulnerable to damage by off-road vehicle traffic. Communities characterized by slow growth, sparse or fragile vegetation, or occurring on sites with harsh growing conditions, can suffer long-term or permanent damage. Communities of rare plant

species may be damaged. Areas recently revegetated to grass or shrub species are also susceptible. Such communities can be maintained where identified and where off-road vehicle use is controlled.

E. Wildlife

Many areas within the National Forest System serve as key wildlife areas such as breeding and drumming grounds and elk calving areas. In some instances they also serve as essential winter range or winter feed grounds. They also provide nesting sites, nesting areas, and serve as a home for many rare and endangered species. Identifying these areas and controlling off-road vehicle use will help to maintain wildlife, including fish, and a suitable wildlife habitat. Restriction of vehicle use could also influence hunter access and might reduce needed game harvest which could result in habitat deterioration.

F. Tree Regeneration

The uncontrolled use of off-road vehicles can cause damage to new tree plantations or naturally regenerated areas. Young trees are susceptible to breakage. Identifying and evaluating the areas and imposing the necessary vehicular controls will help to maintain continued productivity of these lands.

G. Noise

Off-road vehicles and the noise levels thereof have an impact upon animals and people using the same or adjacent areas. Reduction of noise levels could improve the compatibility of machine to man and animal. The control of machines in certain areas will have beneficial effects on wildlife feeding and nesting areas in that noise disruptions will be reduced or eliminated.

H. Esthetics

This proposed action will require designation of trails and areas for types of allowable uses. The signs needed to control off-road vehicle use will have some esthetic impact upon the viewer. Signs should be so designed and located to command the attention of the Forest user and thus may detract from the natural scenery or forest landscape.

Control of use may concentrate vehicles and people in areas or on trails and lead to problems relating to litter and sanitation. Installation of facilities to serve such needs may also have an impact upon esthetics. Tracks from off-road vehicles may have an impact on esthetics. Closing certain areas to off-road vehicles will have the positive effect of improving esthetics by reducing litter, the presence of vehicles, and erosion.

I. Safety

The Forest Service has a responsibility for public safety on National Forest System lands. In many instances a mixture of transportation modes and an increased number of users on the same area or trail have increased the hazard potential to the user. Many trails are not designed or constructed for vehicle use or to safely accommodate mixed use, and terrain features may create or increase hazards to a particular type of use. Control of use will improve safety to all users after investigation of the areas where traffic mixes can and cannot be safely accommodated. In the winter, avalanches can pose a threat to over-snow vehicle users.

J. Conflict of Uses

On many trails the established foot and horse use are not compatible with vehicular use, because of trail design or location. This use conflict also occurs in many areas where man, in pursuit of his pleasures such as hunting, fishing, hiking, birdwatching, or his desire for solitude, is disrupted by the noise and presence of machines. Domestic livestock and wildlife may be harassed by vehicle riders. The compatibility of uses over large areas could be affected by the control of off-road vehicles.

III. FAVORABLE ENVIRONMENTAL EFFECTS

A. Air

The control of off-road vehicles in some areas could maintain the quality of the air. Dust and vehicular emissions are recognized as common pollutants of the air, although they are not considered to be a significant problem at this time on the National Forests. The controlled use of vehicles causing such affects can maintain the air quality.

B. Water

Water quality could be improved where the indiscriminate use of off-road vehicles in and adjacent to water courses is controlled. The physical, chemical, biological, and esthetic qualities of water could be favorably affected.

C. Soils

Off-road vehicle use frequently causes soil damage. Damage could be minimized by controlling or prohibiting this type of use in areas susceptible to deterioration.

D. Vegetation

The control of vehicular traffic on sites characterized by sparse vegetation, slow growth, harsh growing conditions, or unique

plant communities will help protect such areas and maintain the desirable diversity and stability of these ecosystems. Control will also minimize damage to forage resources for livestock and wildlife.

E. Wildlife

Where it is recognized that off-road vehicle use can interfere with fish or wildlife movements or disrupt animals during the breeding season, when the young are being born, or at other times that are critical to their survival (such as being on the winter range), controlling this type of use could be beneficial. This also applies to the disruption of breeding and nesting sites of birds.

F. Tree Regeneration

Off-road vehicle controls in reforested areas will reduce the adverse impact upon the quality and growth of the trees. During winter months when young trees are dormant, they are susceptible to permanent damage when struck by vehicles. The future growth and value of these trees could be permanently affected because of their brittleness, especially when the tops are protruding through a snow cover.

G. Noise

A reduction of noise levels or elimination of noise could be obtained by controlling off-road vehicle use. This could have a beneficial effect on users seeking solitude. It could also have beneficial effects on wildlife by preventing disruption in breeding and elk calving areas, winter range and nesting sites, and other key wildlife areas.

H. Safety

Public safety may be improved through controlled use of off-road vehicles on trails and areas. The topography of many forests is such that vehicle use is hazardous because of the width, gradient, or presence of natural barriers on trails. Thus, the vehicle occupant, as well as other users of the area, are exposed to physical injury. Through a study of forest areas and trails there can be delineated those areas or trails where motorized vehicles can travel with relative safety to the vehicle occupants, and also to other users. Identifying and posting areas where avalanche hazards exist can be beneficial to those using over-snow vehicles.

I. Conflicts of Use

Safety problems may be created where horses and vehicles use constricted routes or trails. Use conflicts can be minimized through the control and direction of the conflicting uses.

J. Esthetics

The scenic view can be maintained or improved by controlling use to prevent rutting of meadows and erosion of hillsides.

IV. ADVERSE ENVIRONMENTAL EFFECTS WHICH CANNOT BE AVOIDED

A. Esthetic

Signing areas to bring them to the attention of the public will have some visual impact on users. This impact can be minimized through utilization of other means of communication such as news media and public meetings. Signs will detract from the natural scene, but the location and design of the signs can provide minimal conflict with the landscape.

B. Wildlife

Use of off-road vehicles has assisted in obtaining adequate game harvests in some places. Elimination of vehicle use could reduce needed game harvest in some areas which in turn could lead to increased animal population and to deterioration of vegetative conditions needed to maintain a balance of animals and their habitat (food and cover).

C. Uses Excepted from the Regulations

The following vehicles and uses are excepted from the definition of "off-road vehicles": registered motorboats; military, fire, emergency or law enforcement vehicles used for official or emergency purposes; vehicles authorized by permit, lease, contract, etc.

Vehicles used for prospecting, exploration and development of minerals under provisions of the General Mining Act of 1872 are exempted from the new regulations in 36 CFR 295.1-.9.

Use of registered motorboats in areas closed to off-road vehicles could have adverse impacts upon water, air, and wildlife. They would produce noise and could create conflicts in use.

Official or emergency use of off-road vehicles would probably be limited, but such use could have adverse effects upon all facets of the environment.

Off-road vehicles used under permit, lease, contract, etc., may have adverse impacts upon the environment, but such impacts could be minimized through restrictive provisions in the document authorizing the use.

Off-road vehicles used for prospecting, exploration and development of minerals under the General Mining Act of 1872 could have adverse environmental impacts upon air, water, soils, vegetation, wildlife and tree regeneration. They would produce noise, impact esthetics, produce

conflicts with some other uses, and could endanger the safety of other users. Enforcement of the new regulations will be complicated by the difficulty in identifying bona fide use under the mining laws.

V. ALTERNATIVES TO THE PROPOSED ACTION

Executive Order 11644 directed the establishment of policies and procedures for the control of off-road vehicle use.

Alternative methods of implementing the Executive Order are as follows:

(a) Immediate prohibition of all off-road vehicles on National Forest System lands followed by study and later designation of areas to allow use.

(b) Continued recognition of off-road vehicle use. Study and identify areas where this use is and is not acceptable and impose necessary controls as outlined in the administrative instructions. This alternative is proposed because it accomplishes the intent of the Executive Order by building upon an established program and has less immediate financial impact and disruption of other on-going programs.

Alternative (a)

This alternative would assume that all off-road vehicle use is detrimental to the environment and that the detrimental effects outweigh the positive recreational values associated with this type of activity. The immediate elimination of off-road vehicles would have an impact on local economies in areas that are dependent upon the sale, maintenance, and operation of off-road vehicles for a source of income. The national economy, in reference to the companies that manufacture these vehicles, would be affected in proportion to the reduction in sale of vehicles that could result.

This approach would prevent users who have previously received satisfaction of recreation needs from this experience from pursuing and enjoying this activity until such time as trails and areas were designated for use.

Immediate elimination could increase the difficulty of managing and controlling big-game populations in certain areas.

Alternative (b)

This alternative recognizes off-road vehicle use as an established use and one that has been enjoyed by many segments of the public including 4-wheel drivers, cyclists, and snowmobilers. At the same time, it recognizes that off-road vehicle use may have an impact on the land or upon other users, but provides the opportunity to analyze and evaluate the effects and control the use as needed to protect the environment.

and to minimize conflicts in use. As previously mentioned, many areas and trails on the National Forest System are now restricted or closed to off-road vehicles. Implementing the Executive order as provided would accelerate the process now in use.

Cost of Implementation

The cost of implementation of the two alternatives in the National Forest System are estimated to be equal. It will require 34,000 man-days of work and approximately 3.5 million dollars to implement the action. If alternative (a) were to be used, there is the immediate need for the funding whereas alternate (b) allows the effort to be spread over several years and the financial impact and disruptions to on-going programs will not be so great.

The annual recurring cost of administration and enforcement after designation will amount to approximately \$6 million.

VI RELATIONSHIP BETWEEN SHORT TERM USES OF MAN'S ENVIRONMENT AND THE MAINTENANCE OF LONG TERM PRODUCTIVITY

Controlled off-road vehicle use is an acceptable form of recreation, but indiscriminate use can be detrimental to the environment and welfare of the users of the National Forest System. The long-term productivity of these important public lands can be maintained by analyzing and defining the areas and trails that can and cannot accommodate this type of use and implementing appropriate controls. The effects of off-road vehicle use will be monitored to provide the basis for making adjustments in the controls. This will further assure that the long-term productivity will be maintained, except where exceptions or exemptions to the definition of "off-road vehicles" may allow these vehicles to damage or destroy the resources which comprise man's environment.

Vii IRREVERSIBLE AND IRRETRIEVABLE COMMITMENT OF RESOURCES

With the provision that off-road vehicle use be monitored from time to time, changes in designations of areas and trails will be made as needed to protect resources, promote the safety of users, and to minimize conflicts. The only irreversible or irretrievable commitments of resources that might occur as a result of the proposed action are those which might accrue through the use of off-road vehicles which are excepted from the regulation.

VIII. Consultation with Others

The Draft Environmental Statement was filed with CEQ on March 14, 1973. A total of 566 written responses were received either on the proposed regulations or on the draft statement. These represented all levels of Government, private organizations, companies, formal groups, and individuals.

A. Public Responses

A review of the responses indicated that 4 main issues were identified as being of specific interest to the respondents. They are (1) alternatives, (2) exemption for mining activity, (3) designation of areas, and (4) the time frame to complete the designation.

(1) Alternatives

The draft Environmental Statement listed two alternatives for implementation of the off-road vehicle regulations. They were:

A. Immediate prohibition of all off-road vehicles on National Forest System lands followed by study and later designation of areas and trails where use is allowed.

B. Continued recognition of, and provisions for, off-road vehicle use. Study and identify areas where this use is and is not acceptable and impose necessary controls as outlined in the administrative instructions.

A majority of the responses that discussed this issue favored alternative "B" as the course of action to be followed. Several responses felt that other alternatives should be considered. The Izaak Walton League of America suggested a modification of alternative "A" in that the use of off-road vehicles be prohibited except when and where it is expressly permitted. They went further to suggest that the Forest Service temporarily permit the use to continue where it is currently present and not damaging the resource, then after study and public involvement of all areas to modify the temporary permits.

Numerous conservation groups did not specifically address either of the alternatives but dealt with the draft Environmental Statement as a whole. These groups generally felt that the Statement was inadequate in that it dealt in generalities rather than specifics and that many of the impacts are discussed by conclusionary statements.

There is basically a complete polarization of comments received regarding the alternatives. The conservation organizations were almost unanimous in their feeling that all off-road vehicle use should be immediately halted pending study while some off-road vehicle group expressions were that National Forests are public lands and therefore no controls should be instituted because it infringed on their constitutional rights. Most user groups, however, did feel that controls are necessary and that alternative "B" was the most reasonable approach.

Governmental agencies (Federal, State and local) that responded on the alternatives were overwhelmingly in favor of alternative "B" as the logical approach to the control of off-road vehicle use. They felt that controls were necessary and the implementation of alternative "B" would provide the needed regulation of use.

(2) Exemption for Mining Activity

The new regulations in 36 CFR 295 relating to off-road vehicle use exempt vehicles used for prospecting, exploration and development of minerals under the General Mining Act of 1872 from the definition of off-road vehicles.

The majority of respondents addressing this issue were not in favor of this exemption. The Off-Road Vehicle Task Force of the Sierra Club stated that such exemption is unnecessary to the legitimate needs of the miner and drastically weaken the regulation. They went on further to suggest a permit system whereby the prospector would have to demonstrate good faith prior to obtaining permission for ORV use in restricted or closed areas. Many other responses recommended the elimination of the mining exemption because it was inconsistent with Executive Order 11644 and almost impossible to enforce.

The Environmental Protection Agency recommended that the regulations incorporate a provision allowing Forest Supervisors and District Rangers discretionary authority to require registration of exempted vehicles. This would allow Forest Service officials to monitor the numbers and intensity of ORV use in closed areas of particular ecological sensitivity.

Oil interests, as well as mining interests, were in favor of the exemption and Texaco Inc. also recommended exemption for oil and gas exploration and operations under the Mineral Leasing Laws.

(3) Designation of Areas

Although this was a part of the regulations and not the draft Environmental Statement it did receive many responses and therefore warrants discussion.

The proposed regulations stated that areas and trails where off-road vehicle use is restricted or prohibited shall be marked with appropriate signs.

Respondents to this issue were of the majority opinion that open areas should be posted rather than the closed areas. Various reasons were given for this approach. Areas open to this use would receive less of an esthetic impact from signing since the esthetic values of these areas would normally be less than that of the closed areas. Enforcement would be simplified in that vandalism to the signing of closed areas could effectively negate the closure in that enforcement would be questionable whereas the absence of the signing of open areas would not cause this problem. In effect this would eliminate the

possibility of someone entering a closed area, because of missing signs and causing damage whereas a missing sign on an open area would just prevent use of a otherwise open area.

(4) Time Frame to Complete the Designations

This again was not addressed in the draft Environmental Statement but appeared in the Forest Service Manual system drafted attached to the draft statement.

The manual draft directed that the designation of areas and trails shall be completed on all National Forests and National Grasslands and other lands administered by the Forest Service by December 31, 1976.

Several respondents in discussing this issue felt that the established date allowed three and one-half additional years of unchecked environmental damage and that this was unsatisfactory. The Environmental Protection Agency felt unless extensive public hearing processes and/or Environmental Statements are anticipated the time frame for implementation should be compressed to a year from the date of issuance of the regulations in order that all Forest System lands that should be closed to ORV use in order to protect the environment are quickly protected.

B. Forest Service Comments

The Forest Service considered only two alternatives to accomplish the needed action. This was felt necessary in order to do a complete study of National Forest System lands and at the same time minimize the work load and impacts at the Forest level. To designate only certain areas as being open to off-road vehicles at the present time would involve public meetings and considerable study and possible environmental impact statements. Then at the conclusion of the entire study of National Forest System lands the process would again be duplicated. It is felt that this is not a viable alternative because of the time and cost involved.

The alternative selected provides a base for a comprehensive study of all National Forest System lands and at the completion of this study permits designation of areas and trails where use of off-road vehicles is and is not acceptable. It is only through a comprehensive study such as this that proper consideration be given to the effects of off-road vehicle use upon the life systems affected on National Forest System lands and also adjacent lands.

The draft Environmental Statement did identify the impacts that could occur from the unregulated use of off-road vehicles. It specifically avoided positive and detailed effects of such use because of the varied vegetational, geographic and topographical conditions that are encountered throughout the National Forests. The detailed impacts and effects will need to be identified at the local or National Forest level and as such become vital input to the decisionmaking process on each National Forest.

The Forest Service recognizes the concern over the exemption

of vehicles used in the prospecting, exploration and development of minerals under the General Mining Act of 1872. This will, in effect, weaken the regulations in that identification of legitimate mining activity is complicated and that there is no restriction or control over such activity. The Forest Service is presently in the process of issuing revised regulations governing mining activities. When these regulations are issued, necessary modifications will be made in the off-road vehicle regulations, 36 CFR 295, to conform to the revised mining regulations.

In consideration of the comments received regarding the designation of areas and trails, the Forest Service policy has been one of multiple use and a basic philosophy that the National Forests are public lands and as such are open to the public. We recognize the merit of the comments, but unilateral application to all National Forest System lands has to be considered unacceptable and contrary to present policy. Situations may result during the study that would permit the designation of open areas rather than closed areas. Modifications have been made to the regulations deleting the mandatory requirement to mark closed areas. The Forest Service Manual instructions have been revised to allow latitude at the Forest level as to signing practices to follow in effecting off-road vehicle control.

The Forest Service realizes that the time for completion of the designation does appear lengthy. It is anticipated, however, that much of this time will be devoted to public review and comments on the proposed designations prior to actual designation. In addition, the study process of all National Forest System lands will require considerable time to be properly and adequately accomplished. This is not to say that studies on many units will not be completed prior to this date. On the contrary, it is anticipated that many units will complete their designations prior to the required date. Thus, no anticipated change in the designation date is contemplated.

IX - APPENDIX

APPENDIX A
REGULATIONS

Title 36--PARKS, FORESTS, AND MEMORIALS

Chapter II--Forest Service, Department of Agriculture

PART 295--USE OF OFF-ROAD VEHICLES

Off-Road Vehicles Use in National Forests

In notice of proposed rulemaking published on March 2, 1973, (38 FR 41), the Forest Service requested public comment on a proposal for a regulation of the use of off-road vehicles on National Forest System lands.

Comments were received from Governmental agencies (National, State, and local), organizations, companies, and formal groups, as well as many private individuals. The majority of respondents expressed support for the regulations in general, but numerous suggestions were made for change or improvement.

Several respondents felt the definitions were too broad and/or incomplete to ensure uniform interpretation. Accordingly, some revisions and expansions have been incorporated to provide for more uniform terminology and interpretation. A few comments were concerned with the delays that could be encountered to obtain a permit for emergency repairs for utility maintenance. All utilities located on National Forest System lands are under a permit, lease or license and, therefore, the use of any off-road vehicles authorized in the permitting document is exempt from these regulations. Administrative instructions in the Forest Service Manual also address the point of access for emergency purposes so as to minimize delays.

Some Governmental agency comments on the designation of areas

indicated the need for cooperation with other agencies in the planning process. This need does exist and has been recognized in the regulations. Several comments were received concerning the need for seasonal restrictions. Although this is not specifically stated in the regulations, the instructions in the Forest Service Manual, FSM 2351, address this situation.

Several respondents commented that the section on public participation was not specific enough in that it did not identify the specific method for this participation. The Forest Service Manual instructions on this issue outline various methods for public participation and it is felt that latitude must be available at the local level to choose one or more methods rather than be too restrictive in the regulation. Comments were also received indicating the need for more time for public participation. This is recognized and although not specifically detailed in the regulation, it has been changed to indicate that adequate time will be provided for public participation.

Numerous responses were made to the requirement for the posting of signs to identify areas or trails having off-road vehicle restrictions. The majority of responses desired to have the Forest Service sign the areas open to off-road vehicle travel rather than the closed areas. Several reasons were given: the impact of signing would be lessened in that areas where this use is permitted would have less emphasis on esthetics; there would be less area open to off-road vehicles than are closed, thus less signing. Others felt that enforcement would

be simplified in that vandalism to the signing of closed areas could effectively negate the closure in that enforcement would be questionable without the signs, whereas the absence of the signing of open areas would cause no problems. The Forest Service policy has been one of multiple use with a philosophy that the National Forests are public lands and as such are open to the public. Although there is merit to many of the reasons stated for signing of open areas this concept cannot be accepted for all National Forest System lands. Modification has been made to the regulations to eliminate the mandatory signing of closed areas and the Forest Service Manual instructions have been changed to allow latitude as to the signing of either open or closed areas or the use of maps and brochures and the possible elimination of all signing.

Many comments were received on the exemption of equipment used in connection with mining activities. Only 25 percent of comments were in favor of the exemption. However, because the Forest Service is in the process of issuing new regulations governing mining activities, no change is being made in this regulation until the mining regulations are finalized. Necessary changes will then be made in this part to bring them into agreement with the mining regulations.

Several comments were concerned about the specifics of permits. Most felt the regulations were too vague. The Forest Service Manual contains instructions on permit issuance and it is felt that no additional instructions should be provided in

the regulations. A comment was received relative to permit needs for group activities such as races, rallies, meets and other events. Since there is a requirement for a permit to conduct group activities on National Forest System lands it was not included in this regulation. A few respondents questioned the monitoring procedure. The Executive order was explicit in indicating that each agency would monitor; therefore, for clarification purposes, the regulation has been modified to indicate monitoring by the Forest Service.

Several comments were received concerning operating conditions, for which Section (295.6) was reserved. Subsequently, operating conditions have been written and the proposed rule-making process will bring them to the attention of interested parties for comment.

In consideration of the foregoing, 36 CFR Chapter II is amended by adding a new Part 295--Use of Off-Road Vehicles--to read as set forth below.

Effective date. This amendment is effective October 20, 1973.

RAE
JA [signature]
9/18/73
AUG 19 1973

LS

ROBERT W. LONG
Assistant Secretary for Conservation,
Research, and Education

Thomas C. Nelson
Deputy Chief

Sec.

- 295.1 Applicability.
- 295.2 Definitions.
- 295.3 Planning Designation of Areas and Trails.
- 295.4 Public Participation.
- 295.5 Public Information.
- 295.6 Operating Conditions. (Reserved)
- 295.7 Restricted and Prohibited Use.
- 295.8 Off-Road Vehicle Permit.
- 295.9 Monitoring Effects of Off-Road Vehicle Use.

Authority: 30 Stat. 35, as amended; 16 U.S.C. 551; 50 Stat. 525, as amended; 7 U.S.C. 1011; 83 Stat. 852; E.O. 11644.

295.1 Applicability.

The regulations in this part pertain to administrative designation of specific areas and trails of National Forest System lands on which the use of off-road vehicles shall be allowed, restricted, or prohibited and establishing controls governing the use of off-road vehicles on such areas. The use of off-road vehicles in National Forest Wilderness and Primitive Areas is governed by Sections 293.1 through 293.17 of this Title.

295.2 Definitions.

(a) "Off-road vehicles" means any motorized vehicles designed for or capable of cross country travel on or immediately over land, water, sand, snow, ice, marsh, swampland, or other terrain which would include, but not be limited to, such vehicles as four wheel drive, motorcycle, snowmobile, amphibious, and air

cushion vehicles; except that such term excludes (1) any registered motorboat, (2) any military, fire, emergency or law enforcement vehicle when used for official or emergency purposes, and (3) any vehicle whose use is expressly authorized by the Chief, Forest Service, under a permit, lease, license, or contract.

(b) "National Forest System lands" means National Forests, National Grasslands, and other lands and interests in lands administered by the Forest Service.

(c) "Official use" means an employee, agent, or designated representative of the Federal Government or one of its contractors in the course of his employment, agency, or representation.

(d) "Trail" means a designated path or way of varying width which is commonly used by and maintained for hikers, horsemen, snow travelers, bicyclists or for motorized vehicles with a total width of 40 inches or less.

295.3 Planning Designation of Areas and Trails.

On National Forest System lands the continuing resource planning process will provide for designation of specific areas and trails for off-road vehicle use, use restrictions, and closures to any or all types of such use. This process will include coordination with appropriate Federal, State, and local agencies. The planning process will analyze and evaluate alternatives to enable decisions which best provide for the protection of the natural and historic resources, promotion of safety for all users, minimization of use conflicts, and

accomplishment of all of the other resource objectives for National Forest System lands. Analysis and evaluation of off-road vehicles uses will take into consideration factors such as noise, safety, quality of the various recreational experiences provided, potential impacts on soil, watershed, vegetation, fish, wildlife, fish and wildlife habitat, and existing or proposed recreational uses of the same or neighboring lands.

295.4 Public Participation.

The public shall be provided an opportunity to participate in the designation of areas and trails relating to off-road vehicle use. Advance notice will be given to allow review by the public of proposed designations or revisions of designations of any areas or trails for off-road vehicle use, for restrictions, or for closures to such use. Adequate time will be allowed for public response prior to any designations or revisions. In emergency situations, designation or revision of designation may be made without public participation to protect natural resources and to provide for public safety.

295.5 Public Information.

Areas and trails may be marked with appropriate signs to control off-road vehicle use. All notices issued concerning the regulation of off-road vehicles shall be posted so as to reasonably bring them to the attention of the public, and a copy of the notice shall be kept available to the public in the offices of the District Rangers and Forest Supervisors. Information and maps will be published and distributed describing the conditions

of use and the time periods when areas and trails are: (a) open to off-road vehicle use, (b) restricted to certain types of off-road vehicle use, (c) closed to off-road vehicle use.

295.6 Operating Conditions. (Reserved)

295.7 Restricted and Prohibited Use.

Except as provided in Section 295.8 of this part, and except for use in connection with mining activities under the provisions of the General Mining Act of 1872, the use of off-road vehicles is prohibited in areas and trails on National Forest System lands during any period when such areas and trails have been closed to vehicles or certain types of vehicles pursuant to these regulations.

295.8 Off-Road Vehicle Permit.

Use of off-road vehicles on National Forest System lands where the use of off-road vehicles is prohibited may be allowed for official use or with prior authorization by means of an Off-Road Vehicle permit. Off-Road Vehicle permits may be issued by the Chief or authorized official of the Forest Service, and such permits will be for a specific area, conditions of use, and a definite period of time. Off-Road Vehicle permits shall be revocable for violation of the rules and regulations governing the National Forests.

295.9 Monitoring Effects of Off-Road Vehicle Use.

The effects of off-road vehicle use on National Forest System lands will be monitored by the Forest Service. Designation, use restrictions, and operating conditions will be revised as needed to meet changing conditions.

APPENDIX B
ADMINISTRATIVE INSTRUCTIONS



PROPOSED FOREST SERVICE MANUAL

2351 - Dispersed Type Recreation Areas. In contrast to developed type recreation areas (campgrounds, picnic grounds, winter sports sites, resorts, recreation residences, etc.) dispersed recreation areas are the lands and waters under Forest Service jurisdiction which are not developed for intensive recreation-use. Dispersed areas include general undeveloped areas, roads, trails, and water areas not treated as developed sites in FSM 2330 or 2340.

2351.1 - Administration. Where use occurs which adversely affects National Forest resources or poses public health, welfare, and safety problems or use conflicts occur, user regulation or control will be provided along with the facilities necessary to protect environment, resource, or human values. Normally a site plan will be developed before facilities are provided. Examples include areas used for winter snow play, hunter camps, overflow from developed recreation sites, recreation stock, or areas used by a variety of motorized vehicles, e.g., snowmobiles, motorbikes, all-wheel drives, all terrain vehicles, dune buggies, amphibians, etc.

2351.2 - Activities. Most of the activities listed in the Recreation Information Management (RIM) Handbook (FSH 2309.11), except those requiring sophisticated developed sites, are appropriate for Dispersed Recreation Areas. Dispersed-type activities appropriate to general undeveloped areas are those characterized by relatively low-density use and occurring over rather broad expanses of land and water.

2351.21 - Off-Road Vehicles. Many forms of mechanized vehicle travel are considered to be recreation activities and do not require designated or developed routes. Some examples are: Use of four wheel drive vehicles, scooters, all terrain vehicles, and snowmobiles, for pleasure or in connection with recreation and other pursuits. Some of these activities are compatible with one another, or with other use. However, some off-road vehicle uses may damage resources, or conflict with uses and activities, experience level desires, and safety of other users. Administration of motorized travel activity in dispersed recreation areas require planning, public involvement, regulation, and control.

2351.3 - Regulation of Use. Regulations 36 CFR 251.25 (FSH 2301.2, FSH 1023.32) and 36 CFR 295.1-.9 are applicable to all National Forest System lands. These authorities will be used to control use activity on broad areas of the National Forests and trails when necessary to protect and administer the resources and environment, minimize use conflicts, or to safeguard public health, welfare, and safety. Restrictions may be placed on any public-use activities, except those otherwise specifically authorized by the Congress. Restrictions on hunting and fishing will be coordinated with state fish and game departments. Controls under authority of 36 CFR 251.25 and CFR 295.1-.9 will be implemented by posting formal notices, authorized and signed by the Forest Supervisor, stating

that the action is taken under authority of Federal law (16 USC 551) and Secretary of Agriculture regulation (36 CFR 251.25 or 295.1-.9). The notice will describe the area and the conditions imposed. The regulation requires (1) that public notice shall be posted in such locations as will reasonably bring them to the attention of the public, and (2) that a copy of the conditions of occupancy and use shall be kept available to the public in the offices of the District Ranger and Forest Supervisor. The authority to regulate off-road vehicle use under 36 CFR 295.1-.9 is hereby delegated to each Regional Forester with authority to redelegate to Forest Supervisors.

2351.31 - Developed Sites. Regulations in 36 CFR 291 (FSH 1023.32) are those governing use of developed recreation sites or posted areas of concentrated public recreation use. This authority is applicable to specific posted areas of concentrated public recreation use; it is not appropriate for widespread application to an entire Ranger District or watershed drainage. Rules for use and a map delineating the boundary of the areas to which they apply must be posted on the area at such locations as will bring the rules to the attention of the public.

2351.32 - Forest Development Roads. Regulation 36 CFR 212.7(a)(3) is for controlling vehicular use of roads or segments of roads which are under Forest Service control (see FSM 7770). Normally, 36 CFR 291.8 is adequate to control vehicle use within developed recreation areas. Under 36 CFR 212.7(a)(3) all vehicles may be controlled, or controls may be limited to certain classes of vehicles. Notices of vehicular restrictions or closures shall be posted at the entrances to such roads or road segments and shall be available to the public at the offices of the Forest Supervisor and District Ranger within whose areas the controls are applicable. The authority under regulation 36 CFR 212.7(a)(3) is delegated from the Chief to each Regional Forester and Forest Supervisor.

2351.4 - Planning of Areas and Trails. Forest Supervisors will study the potential effects of off-road vehicle use as a part of established multiple-use planning processes (FSM 2100). Consideration will be given to:

- Management objectives for the unit.
- Compatibility with other recreation experiences being considered for the unit and adjacent areas.
- Meeting applicable local resource standards for air, noise, plant cover, soil stability, water quality, fish and wildlife, and esthetics.
- Safety of vehicle users and potential conflicts with other users of the area.
- Providing facilities for sanitation and other public needs.

Forest Supervisors shall, as a part of the multiple use planning process, provide for administrative designation of the areas and trails where off-road vehicle use will be allowed, restricted, or prohibited. Designation

of areas and trails shall be completed on all National Forests and National Grasslands and other lands administered by the Forest Service by December 31, 1976. A copy of any draft Environmental Statement prepared on off-road vehicle control shall be sent to the Subcommittee on Public Lands of the House Committee on Interior and Insular Affairs.

National Forest areas and trails will be designated for appropriate forms of vehicle use for recreation where such use can be accommodated while protecting resource values, public health, safety, welfare, and minimizing use conflicts. Restrictions of use will be accomplished when necessary to protect resources, uses, activities, public safety or to minimize conflicts among users.

In protecting resource values, use of mechanized vehicles will be allowed for those areas and trails where such use will meet applicable local standards for air, noise, plant cover, soil stability, water quality, fish, wildlife, public safety or other uses. Other areas and trails will be closed to cross-country vehicle use or use will be restricted as necessary to meet the local standards.

2351.41 - Cooperation. National Forest Supervisors shall seek cooperation with other Federal agencies, State Game Departments, State Park Departments, State Motor Vehicle Departments, or other appropriate State Departments, and county and local officials in the planning, designation, administration and enforcement of off-road vehicle use on National Forest System lands.

2351.5 - Public Participation. The public shall be provided an opportunity to participate in the designation of areas and trails for off-road vehicle use, including, when appropriate, provision for public meetings. Advance notice will be given by Forest Supervisors to the public of proposed designations or revisions of designations of any areas and/or trails for off-road vehicle use. The public may submit views on proposed designations or revisions of designations. If a public meeting is held, views may be submitted at the meeting or by no later than a specified date after the meeting. If a meeting is not held, public comments may be submitted until a specified date. Unless emergency conditions indicate otherwise, 30 days will be allowed following Agency review of public submissions before final Agency action on proposed designations or revisions of designations takes effect.

Adequate time will be allowed for public response prior to any designation or revisions. It is suggested that 60 days be allowed for public response, unless emergency conditions dictate the need for a shorter response time.

2351.6 - Public Information. The marking of areas and trails is necessary for public identification. This can be accomplished by (1) marking areas and trails having restricted or prohibited use, or (2) marking areas and trails that are open to off-road vehicle use.

The recommended procedure is to mark those areas or trails having restricted or prohibited use. In some instances it may be desirable to mark those areas and trails open to off-road vehicle use. This situation may exist on lands of mixed ownership where the marking of closed areas is extremely difficult because of scattered Government ownership, or in areas where a large majority of National Forest System lands are closed to off-road vehicle use.

Signs describing the restriction or closure shall, as a minimum, cite the regulation and be posted so that visitor approaching an area or trail can see the sign.

An exception to the marking of areas and trails as being closed or open to off-road vehicles is permitted. The following criteria must be met before effecting a policy of non-signing:

1. Consultation with legal counsel has determined the enforceability of the regulations when using maps, brochures, public notices, etc., as the desired method to bring information to the attention of the public.

2. Boundaries of areas are easily distinguishable geographic features such as roads, trails rivers, ridge tops, etc.

3. Adequate means are available to reasonably bring the maps, brochures, notices, etc., to the attation of the public.

The method of identifying areas and trails shall be uniform within a unit of National Forest System lands. Regions shall establish guidelines of acceptable practices to ensure consistency within and between National Forests and with adjoining public lands.

Forest Supervisors shall ensure that areas and trails where off-road vehicle use is and is not allowed are adequately publicized through publication and distribution of information including maps. Areas and trails should, as a minimum, be indicated on maps, and conditions of vehicle use including restrictions, seasons of use, etc., should be described.

2351.7 - Operating Conditions. Regulations for operating conditions of off-road vehicles on National Forest System lands are found in 36 CFR 295.6. These pertain to equipment and operator requirements and are applicable to all off-road vehicles.

2351.8 - Permitted Use. The limitations of off-road vehicle use under CFR 295.1-.9 shall not apply to: official use of vehicles for purposes of protection and administration of National Forests, National Grasslands, and other lands administered by the Forest Service; uses of vehicles authorized under permit, lease, license, or contract on these lands; military, fire, emergency or law enforcement vehicles when use for emergency purposes; vehicles used for prospecting, exploration or

development of mineral under the provisions of the General Mining Act of 1872. In general, official use off-road vehicles in areas where public use is restricted shall be allowed only in emergencies or where essential to the administration of the area. Other Governmental agencies may have need to use off-road vehicles on National Forest System lands for official purposes. These should be covered in memoranda of understandings which delineate the conditions of such use.

2351.81 - Use By Permit. The authority to authorize off-road vehicle use in areas and trails where such use has been restricted or prohibited is delegated to Regional Foresters. Such authority may be further redelegated to Forest Supervisors by the Regional Forester. Authorization to use off-road vehicles in restricted or closed areas may be granted where such use is necessary to carry out the provisions of permits, contracts, leases or licenses issued in connection with management of the National Forest System. The authorization may be included in the document authorizing the activity or may be accomplished by a written authorization or off-road vehicle permit. The authorization or permit as a minimum should specify the type of vehicle or vehicles, the time period and duration for which the use is authorized, and other conditions of use determined to be necessary by the issuing officer.

Off-road vehicle permits may be issued to an applicant who is:

1. An owner or tenant of lands in the vicinity for whom transit over National Forest lands is necessary for access to his property; or
2. A person who has a need to go on the public lands for a purpose that is in the public interest; and when the applicant has a need to use an off-road vehicle in going upon lands.

2351.9 - Monitoring Use. Forest Supervisors will monitor the results of off-road vehicle use for the purpose of amending designations where need is demonstrated to promote safety, where undue damage is occurring to the resources, or where there is a conflict with other uses.

2351.91 - Reports. An annual RIM report will be prepared for the Chief by January 1 of each year. This report will include information to indicate: the amount of National Forest System lands closed to off-road vehicle use by acres of general undeveloped country and miles of trail to which the restrictions apply and to the types of travel activities restricted.

2 9

APPENDIX C

RESPONSES FROM FEDERAL AGENCIES





SPDPD-R

DEPARTMENT OF THE ARMY
SOUTH PACIFIC DIVISION, CORPS OF ENGINEERS
630 Sansome Street, Room 1216
San Francisco, California 94111

RECEIVED USFS

MAY 22 1973

REGION 3
RECREATION & LANDS

Mr. William D. Hurst
Regional Forester
Forest Service, Region 3
U. S. Department of Agriculture
517 Gold Avenue, S.W.
Albuquerque, New Mexico 87101

18 May 1973	
REP	INT. DIS
Exc.	
Gas.	
Stat	
Mis.	
Rec.	
L.A.	
S.U.	
Adm. S.	

Dear Mr. Hurst:

This is in response to your letter of 19 March 1973 in which you requested Corps of Engineers review and comments on the draft environmental statement and the proposed Regulations for Use of Off-Road Vehicles on National Forest Land as published in Title 36 CFR Part 295. In accordance with our review procedures, this letter shall serve as the consolidated response of the District Engineer, Los Angeles, and the Division Engineer, South Pacific.

The proposed plan does not conflict with existing or authorized plans of the Corps of Engineers. Recognizing that such aspects are not a primary responsibility of the Corps of Engineers, we would, however, like to make the following general comments and suggestions:

a. In view of the general nature of this proposed regulation and draft environmental statement, it would appear appropriate to consider the need for separate environmental statements for the various significant regional actions establishing off-road vehicle use designations. This could be handled on a regional basis having one environmental statement cover all Forest Service lands in the region or having a statement for each designated area. These could be prepared in conjunction with multiple-use planning documents or the public participation procedure discussed in paragraph 2351.31, sixth paragraph of the Draft Manual.

Regional Forester

MAY 21 1973

SPDPD-R
Mr. William D. Hurst

16 May 1973

b. It is assumed that this overall program as well as the separate administrative actions by Forest Supervisors would be developed in coordination with the off-road vehicle programs of administrators of adjacent lands (e.g., Bureau of Land Management, State of California).

c. Review of this draft environmental statement by environmental and recreational groups, as well as by States where there are extensive National Forest, etc., lands, would appear appropriate.

d. It is suggested that a discussion be included on the impact of the regulations upon historical and archeological sites.

Thank you for the opportunity to review and comment on these documents.

Sincerely yours,

for *Everett E. Low*
DAVID N. HUTCHISON *CE CE*
Colonel, CE
Deputy Division Engineer

/ / /

DEPARTMENT OF THE ARMY
Headquarters
Office of the Directorate of Facilities Engineering
Fort Leonard Wood, Missouri 65473

IN REPLY REFER TO:
ALBHFE-B

15 May 1973

Department of Agriculture
Forest Service, Division of Recreation
South Agriculture Building
Washington, D.C. 20250


Dear Sir:

Major General Young, Major General Bradley's successor, has asked me to respond to the letter of 5 April 1973 from the Clark National Forest concerning off-road vehicle regulations and environmental statement.

Close coordination was established between Fort Leonard Wood and the Clark National Forest more than a year ago as a result of an early attempt by the Clark and Mark Twain National Forests to comply with Executive Order 11644 prior to finalization of special regulations from your office. Your proposed regulations are essentially the same as we have discussed with Clark National Forest personnel and have our concurrence.

We are looking forward to continuing cooperation with the Forest Service in approaching problems of mutual interest.

Sincerely,


GERALD P. KELLEY
Colonel, CE
Facilities Engineer



United States Department of the Interior

GEOLOGICAL SURVEY
WASHINGTON, D.C. 20242

April 13, 1973

Mr. John R. McGuire, Chief
U.S. Forest Service
Department of Agriculture
Washington, D.C. 20250

Dear Mr. McGuire:

I have reviewed the Draft Environmental Statement on the proposal for off-road vehicle regulations and administrative instructions pertaining to the National Forest System. The only comment I have is to suggest adding "vehicles of state and federal agencies" to the first paragraph under section IV C. This would permit various agencies to use off-road vehicles for the purpose of conducting scientific studies in a National Forest.

Sincerely yours,

Melville R. Mudge
Wilderness Coordinator

*Also exempt State & Federal
agencies*

UNITED STATES DEPARTMENT OF AGRICULTURE
SOIL CONSERVATION SERVICE
P.O. Box 4850, Reno, NV 89505

March 19, 1973

SUBJECT: INTERA - Off-road Vehicle Use Regulations on National Forest Lands

TO: Department of Agriculture
U.S. Forest Service
Division of Recreation
South Agricultural Building
Washington, D.C. 20250

We wish to take this opportunity to comment on the regulations for off-road vehicle use for National Forest systems lands.

The Snow Survey section of the SCS operates many remote mountain hydrologic data sites. It is important to have access to these sites during the winter months for their measurement, and during the summer months for proper maintenance.

P/B42
WATS permits
Data derived from these areas is vital to western water users. If our problem of ingress and egress can be handled by permit, lease, license, or contract from the Chief of the Forest Service, it will satisfy our needs.

C. A. Krall
C. A. Krall
State Conservationist



UNITED STATES DEPARTMENT OF AGRICULTURE
SOIL CONSERVATION SERVICE

Washington, D. C. 20250

SUBJECT: INTERA - FOREST SERVICE - Regulations for Use of
Off-Road Vehicles

DATE:

TO:
John R. McGuire
Chief, U.S. Forest Service

P/B42
Curbaceous
Permit procedure
Suggest Memo
W. Williams
We have reviewed the proposed amendment to Chapter II of Title 36 (Federal Register March 2, 1973, p. 5643) which deals with regulation of off-road vehicles in National Forest System lands. We are concerned with the potential impact that paragraph 295.8, which describes the proposed permit system, may have on our snow survey program.

As you are aware, the majority of snow courses in the western United States, are located on National Forest System lands, and we expect many of them are located in what will be vehicle prohibited areas. Even though a procedure is outlined for obtaining Off-Road Vehicle permits, to require obtaining a permit for each vehicle, for each trip when we are making literally hundreds of trips annually could impose a rather large administrative load on both our agencies.

P/B7
C/45
We are in agreement with the need to limit the use of off-road vehicles. We have had a number of recent experiences where irresponsible snowmobilers have used snow courses for drag strips with a resultant loss of valuable snow data. We do feel, however, that where a resource management program such as snow surveys is involved, it would be desirable to have a simpler system than outlined in the amendment for obtaining authorization to use off-road vehicles in prohibited areas.

We propose that consideration be given to development of a memorandum of understanding between our agencies authorizing access to snow courses located in off-road vehicle prohibited areas. Such a memorandum could be made effective on a continuing basis for all of the concerned western states. An alternative would incorporate this authorization in current agreements between state conservationists and regional foresters.

We would like your reaction to our proposal and if clarification of our concerns is needed would be pleased to discuss this matter with you or your staff.

Kenneth E. Grant
Kenneth E. Grant
Administrator

cc:
Kenneth L. Williams, SCS, Portland, Oregon



UNITED STATES DEPARTMENT OF AGRICULTURE

SOIL CONSERVATION SERVICE

Box 2007, Albuquerque, NM 87103

March 28, 1973

Department of Agriculture
Forest Service
Division of Recreation
South Agriculture Building
Washington, D. C. 20250

Gentlemen:

In regard to the Regulations for Off-Road Vehicles, we have reviewed both the proposed Regulations and the Draft Environmental Statement.

The Soil Conservation Service has responsibilities in the areas of private income producing recreation as well as in rural economic development. Both of these responsibilities will be affected by the ultimate decision of the Forest Service as to how ORV's are to be regulated.

P/B 21
We recognize that the purchase, repair and operation of ORV's is generating a substantial economic impact in both the urban and rural sectors of New Mexico. Organized ORV activities, such as the snowmobile races at Chama and the motocross at Truth or Consequences bring a surge of off season business activities to these communities. In addition, the unorganized, family type ORV activities bring the urban resident into the small communities en route to his destination.

We are aware that the great increase in ownership and use of ORV's has resulted in expanding the business season of rural private campgrounds, motels, service stations and restaurants. Public campgrounds, such as those of Forest Service lands, are also receiving increased visitation because of use by ORV owners.

P/B 1
We feel that ORV's provide an outdoor recreation experience to a great many persons, and indications are that the numbers will continue to increase. The planning of suitable areas, in both public and private ownership, should be designated for expanding ORV activity.

P/B 16
It is our opinion that alternative B will provide for the orderly designation and development of the needed ORV activity areas on National Forests. It is our view that public lands should provide



Department of Agriculture

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opportunities for a dispersed type of ORV use, while private lands should provide the specialized areas for concentrated uses, such as race courses.

We appreciate the opportunity to review and comment on these proposed regulations.

Sincerely yours,

A handwritten signature in cursive script, appearing to read "M. E. Strong".

Marion E. Strong
State Conservationist



UNITED STATES
ATOMIC ENERGY COMMISSION
WASHINGTON, D.C. 20545

Handwritten signature
MAY 4 1973

Mr. Philip L. Thornton
Deputy Chief, Forest Service
Department of Agriculture
Washington, D. C. 20250

Dear Mr. Thornton:

This is in response to your letter of March 13, 1973, which transmitted a copy of the Department's draft environmental statement relating to proposed regulations and administrative instructions for use of off-road vehicles in National Forest System lands. Since the Commission has no programmatic interests affected by the regulations and administrative instructions nor any special expertise by law for evaluating the environmental impact of the statement, the statement has not been reviewed and no comments are offered.

Sincerely,

Robert J. Catlin

Robert J. Catlin, Director
Division of Environmental Affairs

B18

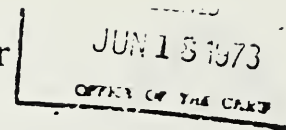
Not reviewed & no comments

MAY 7 1973



United States Department of the Interior

OFFICE OF THE SECRETARY
WASHINGTON, D.C. 20240



ER 73/399

JUN 14 1973

Dear Mr. McGuire:

This is in response to your request for the Department of the Interior's comments on the draft environmental statement relating to proposed regulations and administrative instructions for use of off-road vehicles (ORV) on national forest lands.

A. Draft Environmental Statement

Generally, we feel that the environmental statement should be a comprehensive and objective statement of the environmental impact of the proposed action rather than a justification for the action, and that the preparation of the statement should include input, as appropriate, from other public agencies significantly concerned.

The following comments are based on the information available in the draft statement and a review of the statement by interested agencies within the Department of the Interior.

1. Project Description - The proposed project description is incomplete. This section should include a description of the land/areas and resources under the jurisdiction of the Forest Service applicable to the proposed action. For example, we suggest that this section be expanded to discuss in detail the outdoor recreation, cultural, historic, archeological, architectural, and wildlife and fishery resources as well as other land uses on Forest Service lands. The description should also include a discussion of the suitability of use of the resources for ORV users. Even though the manufacturing of ORVs has escalated and leisure time has increased, the percentage of the American public pursuing this activity is comparatively small. It has also become evident in the past season that the novelty connected with something new has begun to disappear. Not only is the original number of users small, approximately 10 percent of the recreating public, but use within

the group has been stablized to an even smaller percentage. This percentage is given by Mr. Bob Behme, Field and Stream, Vehicle Editor. The camping family and the sightseer must not be confused with the individual who thrills primarily to the response of an engine, regardless of surroundings. Considerable damage to public lands can easily result from use by the small percentage of the using public.

This section should also include an evaluation of the probable impact of the proposed action on the ecological systems such as wildlife, fish and marine life. Both primary and secondary significant consequences for the environment should be included in the analysis: for example, the implications, if any, of the change in the resource due to use patterns upon the resource base, including land and water use and public services, of the areas in question. In this section, and in all sections to which it is referred, it should be made clear that these regulations are not to prevent the use of off-road vehicles on national forest lands, but to prevent off-road travel by these vehicles.

Additionally, more details on the planning designation process and the enforcement procedures would be helpful. The statement does not cover the relationship between those planning processes and ORV regulations. It is not clear to the reader who is responsible for the designation of areas and what criteria will be used and through what process. For example: ORV use should be avoided in the vicinity of any properties listed or eligible for listing in the National Register. Where it is intended to permit an activity that might affect such properties, final decisions should not be made until the procedures for compliance with Section 106 of the National Historic Preservation Act of 1966 (89 Stat. 665; see the Federal Register of February 28, 1973, for explanation of procedures) have been followed. If any such situations are now contemplated, we recommend immediate consultation with the Advisory Council on Historic Preservation to assure compliance with this legal obligation.

Also, the statement gives no evidence to meet the requirements of the Executive Order of May 13, 1971, regarding cultural resources. Namely, Executive Order 11593, Section 2(a), requires an inventory of all the cultural resources on lands under Federal jurisdiction and nomination to the National Register of Historic Places of all such resources that meet the criteria

for such actions. We recognize that full compliance with this provision for National Forest System lands will occasion a long, continuous process, but sufficient progress should have been made by now to identify many valuable cultural resources.

Section 2(b) of Executive Order 11593 requires certain cautionary measures to assure that administrative actions do not result in advertent threats to cultural resources. Every decision to permit the use of ORVs should be preceded by an interdisciplinary investigation of the affected area to locate, identify, and evaluate all cultural resources existing therein. Any discovered to be worthy of preservation should be nominated to the National Register, and steps taken to comply with Section 106.

As summarized from the draft, it appears that 29.3 of 187.0 million acres of land and 8,000 of 80,000 miles of trails (outside of wilderness and primitive areas) are closed to ORV use. It is unclear whether the 3 million acres closed to snowmobiles (page 2, paragraph 2) are included in the 29.3 million-acre total. Regardless, the percentage of lands closed to ORV use is small. Conversely, the land area open to ORV use is extensive, even though much of it has been described as unsuitable. A high percentage of the total acreage suitable for ORV use must, therefore, be available to the ORV user.

2. Environmental Impact - This section should include a discussion of the impacts to be realized as a result of the proposed action including any probable adverse environmental effects which cannot be avoided (such as water or air pollution, land erosion, damage to life systems, etc.). This entire section credits benefit to the environment from control of ORV use. We recognize that environmental damage would be reduced through control, resulting in favorable effects, but the illusion of a net benefit should not be created.

Also, we believe that the following areas of concern should be discussed in more detail as to how the proposed action will minimize these effects and that this concern be covered more fully in the regulations.

- (a) Air - Areas and trails designated for ORV use should be located in surroundings that will help insure the dissipation of obnoxious exhaust emissions.
- (b) Water - Off-road vehicles, especially snowmobiles, compact snow on frozen bodies of water. This results in decreased light penetration, adding to the possibility of a winterkill of aquatic organisms.
- (c) Soils - Compaction of snow from snowmobile use has been shown to be detrimental to the soil. The insulative value of snow is decreased, resulting in the soil freezing to a greater depth. This is disruptive to the community of soil microbes, delays spring soil warming, alters organic decomposition and changes plant phenology.
- (d) Vegetation - The only plant communities not susceptible to ORV damage probably would be near mature or mature forest. Even these most prominent plants must be influenced to some extent by changes in soil conditions resulting from ORV use. Tree seedlings and shrubs as well as grass and other soft stemmed plants are subject to mechanical destruction. The change in plant phenology as a result of such use has been previously mentioned. No mention is made in the statement to the effect of snow compaction caused by snow machines.
- (e) Wildlife - Effect of snow compaction on small animals and stress factors on wintering animals caused by snow machines should be discussed. The entire paragraph as presented in the draft statement avoids describing the full range of environmental impacts of off-road vehicles on wildlife. There is a substantial amount of published information available on this subject that should be presented for consideration. For example, one of the primary adverse effects of off-road vehicles is the disturbance of big game by snowmobiles. At a time when the animals are under extreme stress due to lack of food and cold temperatures, people on snowmobiles pursue these animals to the point of exhaustion and often death. This is very often innocently done by the public desiring to see the wildlife at close range, but the results are the same as though it were intentional.

- (g) Noise - It is acknowledged that the disruptive influence on wildlife caused by machine noise will be reduced through the control of use. Under no circumstances, however, do we believe that reduced noise levels will benefit wildlife; it will be less harmful. Again, there is published information available on the effects of noise on wildlife that should be presented for consideration.
- (h) Esthetics - If the approach of closing all areas and then posting only those areas open to off-road travel were followed, the esthetic impact on the viewer would be greatly lessened. Signs would be posted in areas of disturbance rather than the more quiet, peaceful areas.
- (j) Conflict of Uses - This section should be expanded to include ski touring as a conflicting use. This is a use of considerable magnitude in the State of Alaska.

3. Adverse Environmental Effects Which Cannot Be Avoided

Damage to the environment from ORV use is described in Section B. Information from that section should be reiterated here in summary form.

- (a) Esthetics - The effect of signing areas not open to ORV use could become cumbersome and degrading; elimination of this practice would greatly reduce the esthetic impact of the overall program.
- (b) Wildlife - Use of off-road vehicles has assisted in obtaining adequate game harvests in some places, but use can also be the cause of over-harvest and reduction in quality of the hunting experience. This has happened in the State of Alaska and the potential is present for similar overkills in other States.

It is recommended that each potential for ORV use be evaluated and monitored in consultation with geologists familiar with geologic conditions of the individual areas.

The proposed ORV regulations should have no effect on Indian lands except where such use might result in access to or trespass on Indian lands that adjoin national forests. The

provisions for public review would provide an opportunity for tribal officials and individual Indians to make their views known concerning any designation which might affect their property.

4. Alternatives to the Proposed Action - Generally, this section appears adequate. However, an additional alternative incorporating parts of proposed alternatives 1 and 2 is suggested. It would seem that a more satisfactory and rational approach in both the interest of the environment and the user would be to declare that all National Forest System lands are closed to ORV use, with the exception of identified areas or trails that can most readily be designated. Areas experiencing use could then be studied to determine the environmental impact, and new areas could be considered for addition to the system based on concurrent evaluations. The matter of economic impact could also be considered in the initial designation of "open" areas.

5. Relationship between Short-Term Uses of Man's Environment and the Maintenance of Long-Term Productivity

We would agree that controlled off-road vehicle use is an acceptable form of recreation if control is gained by designating a limited number of certain areas of land for this purpose. Permitting use over extensive land areas, even at a low use intensity is unacceptable, however, because of the widespread detrimental influences on plants, wildlife and other natural resources.

In summary, the draft statement does not adequately examine factors relative to ORV impact on the natural environment. Neither does it evaluate the status of user demand nor critically analyze the economic impact of such use. The alternative of closing all National Forest System lands to ORV use with a concurrent exception of designated "open" areas should be thoroughly considered.

6. Irreversible and Irretrievable Commitment of Resources

In general, this section appears adequate. However, we suggest that off-road travel under the general Mining Act of 1872 should be more clearly defined. Off-road travel for the legitimate exploration for minerals should be permitted, but the extent of such travel under this authority closely controlled.

As you are aware, the Department's National Park Service policies restrict and regulate the use of off-road vehicles. Therefore, we can see the value of regulations concerning policy as to the use of off-road vehicles throughout the various units of the National Forest System. Moreover, there are numerous units of the National Park System where national forest and park boundaries are either shared or are near to each other. Because of this relationship, we suggest that the proposed regulations recognize the need for inter-agency cooperation in the regulation of off-road vehicles. Unfortunately, the environmental statement provides no discussion of the effects of proposed off-road vehicle use on neighboring lands under other jurisdictions nor does the proposal provide guarantee of such protection. We recommend that the proposal be revised to specifically prohibit motor vehicle use on all trails leading into contiguous national parks or other vulnerable areas (State parks, wildlife refuges, etc.). Furthermore, a revision should be included to prohibit cross-country use in areas bordering national parks. In turn, the environmental statement should reflect whatever revisions are made.

B. Proposed Regulations

While not specifically requested to comment on the proposed regulations, we are taking the liberty of making the following comments:

Public Information

The regulations state, "Areas and trails where off-road vehicle use is restricted or prohibited shall be marked with appropriate signs." This may be an unenforceable regulation and it will result in a lack of control and continued environmental damage. This wording places the burden on the agency to post all areas which are closed to off-road travel.

Restricted and Prohibited Use

Off-road travel under the General Mining Act of 1872 should be more clearly defined. Off-road travel for the legitimate exploration for minerals should be permitted, but the extent of such travel under this authority closely controlled.

Natural Landmarks or Research Natural Areas

We recommend that the Forest Service prohibit the use of off-road vehicles on all sites designated as natural landmarks or research natural areas, except for emergency situations such as fire and rescue. The natural values of these sites would be adversely affected by off-road vehicle use.

Planning Designation/Enforcement Procedures

More details on the planning designation process and the enforcement procedures would be helpful. For example, the regulations read, "analysis and evaluation of off-road vehicle use will take into consideration factors such as noise, safety, quality of the various recreational experiences provided...." (page 2) and the manual reads, "Forest Supervisor will study the potential effects of off-road vehicle use as a part of established multiple-use planning processes." (Page 2). The statement does not cover the relationship between those planning processes and ORV regulations. It is not clear to the reader who is responsible for the designation of areas and what criteria will be used through what process.

Geology

We recommend that the regulations provide that each potential site be evaluated and monitored in consultation with geologists familiar with geologic conditions of the individual areas.

We appreciate the opportunity to comment.

Sincerely yours,

Deputy Assistant

Secretary of the Interior

Mr. John McGuire
Chief, Forest Service
U. S. Department of Agriculture
Room 3000, South Agriculture Building
Washington, D. C. 20250



UNITED STATES ENVIRONMENTAL PROTECTION AGENCY
WASHINGTON, D.C. 20460

22 MAY 1973

OFFICE OF THE
ADMINISTRATOR

Mr. John R. McGuire
Chief, Forest Service
Department of Agriculture
Washington, D.C. 20250

Dear Mr. McGuire:

The Environmental Protection Agency (EPA) has reviewed the draft environmental impact statement (EIS) on "Use of Off-Road Vehicles" on Forest System lands. We have also separately reviewed the draft regulations proposed in the Federal Register, March 2, 1973, and provided you with our comments in our letter of April 3 (copy enclosed).

We note that both the proposed regulations and the proposed revision to the Forest Service manual contain provisions for public participation. We recommend that an "environmental assessment" or notice in the Federal Register be used as the vehicle to initiate public participation in proceedings to designate Forest System lands open to ORV use. An "environmental assessment" could be circulated for review and comment to regional offices of Federal agencies, State and local agencies, and interested Forest System user groups.

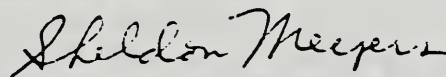
The schedule for implementation of E.O. 11644 in proposed section 2351.31 of the Forest Service Manual marks December 31, 1976, as the date when all Forest System lands are to be designated with respect to ORV use. The time frame between issuance of the Executive Order (February 8, 1972) and its final implementation appears to represent an inordinately long delay. Unless extensive public hearing processes and/or environmental statements are anticipated, we recommend that you consider compressing the time frame for implementation to a year from the date of issuance of the regulations in order that all Forest System lands that should be closed to ORV use in order to protect the environment are quickly protected.

With regard to noise effects of ORV use, EPA will be promulgating standards and regulations applicable to the manufacture of recreational vehicles under Section 6 of the Noise Control Act of 1972. The standards will be based on, among other things, the "conditions of use" of the vehicles. We believe that these standards for various recreational vehicles will be of assistance to you in applying noise level criteria for ORV use on Forest System lands.

Because of the concerns we voiced in our earlier response to the proposed regulations, we have assigned the classification "ER-1" to this draft EIS. A description of the classification system is enclosed.

We appreciate the opportunity to comment on the draft EIS and proposed regulations. Specific comments or questions may be addressed to Armand Lepage of my staff at 202-755-0770.

Sincerely yours,



Sheldon Meyers
Director
Office of Federal Activities

Enclosures

3 APR 1973

Mr. John R. McGuire
Chief, Forest Service
Department of Agriculture
Washington, D.C. 20250

Dear Mr. McGuire:

In accordance with the Administrator's responsibilities under Section 309 of the Clean Air Act Amendments of 1970, the Environmental Protection Agency has reviewed the Forest Service's proposed regulations on "Use of Off-Road Vehicles" on National Forest System lands, published in the Federal Register on March 2, 1973. Section 309 requires the Administrator to:

"review and comment in writing on any matter relating to duties and responsibilities... or other provisions of the authority of the Administrator, contained in any...proposed regulations published by any department or agency of the Federal Government."

Our comments are provided in the following paragraphs.

- (1) The regulations do not provide for control of or require permits for organized ORV activities such as races, rallies, meets, and other events.

COMMENT

The authority to grant or deny permits for organized ORV activities should be part of the responsibilities of the Forest Supervisor or District Ranger. The regulations should define "organized events" and stipulate the requirements for permits, if such events are to be allowed.

- (2) The provisions of §295.5 require that restricted or prohibited areas be posted as closed. There

are, however, no provisions for posting areas as open, where such posting would provide for Better Forest System management.

COMMENT

We recommend that Forest Supervisors or District Rangers be afforded the option of posting areas and trails open to ORV use when they believe such posting will provide better Forest System land management than the posting of closed areas. This option has three possible advantages, each of which is most pronounced in areas where the ratio of closed-to-open areas is high:

- (a) for some Forest Service lands, posting open areas may be easier than posting closed areas;
 - (b) posting open areas would mitigate the adverse aesthetic effects of signing caused by posting signs in closed areas where such signs generally exert a greater aesthetic impact. (The assumption underlying our recommendation is that closed lands will tend to be more "primitive" or environmentally pristine than lands open to ORV use, and, therefore, posting of signs will have a relatively greater adverse aesthetic impact on closed areas).
 - (c) posting of open areas puts the burden of finding the sign on the ORV user, a condition which may be desirable for enforcement purposes in ecologically sensitive Forest System lands.
- (3) The Forest Service regulations do not provide for monitoring of vehicles exempted under the General Mining Act of 1872.

COMMENT

The Forest Service regulations exempt vehicles used for prospecting and mineral exploration and development. We believe the regulations should incorporate a provision allowing Forest Supervisors and District Rangers discretionary authority to require registration of exempted vehicles. This provision would allow Forest Service officers to advise operators of exempted ORV's with current information regarding ecologically sensitive or special-use areas, without restricting the operations of these ORV's. In addition to encouraging the avoidance of these closed areas by exempted vehicles, the effect of this suggested registration provision would be to:

- (a) aid Forest Service officers in identifying ORV's operated for genuine mining exploration and mineral development purposes;
 - (b) allow Forest Service officers to monitor the numbers and intensity of exempted ORV use in closed areas of particular ecological sensitivity.
- (6) The Forest Service regulations do not make adequate provision for enforcement or monitoring of ORV use on Forest System lands.

COMMENT

Criteria for designation of areas and trails for ORV use are based on several factors listed in §295.3. Forest Service manpower constraints are not included among these factors. We suggest that the number, size and locations of areas and trails designated for ORV use be compatible with Forest Service estimates of requirement for and allocation of manpower for regulating ORV use, enforcing ORV regulations, and monitoring ORV effects. Without this provision, Forest Supervisors and District Rangers may be faced with an open-ended manpower commitment in enforcing the provisions of L.O. 11644 and the regulations issued by the Forest Service.

We appreciate the opportunity to review these proposed regulations, and would be happy to discuss our specific comments with you in greater detail. Please contact Armand Lepage of my staff at 202-755-0770 if we can be of further assistance.

Sincerely,

Sheldon Meyers
Director
Office of Federal Activities

U.S. Environmental Protection Agency Procedures
for Classifying Federal Projects and
Associated Draft Environmental Impact Statements

Environmental Impact of the Project

L0--Lack of Objections

EPA has no objections to the proposed project as described in the draft impact statement; or suggests only minor changes in the proposed project.

ER--Environmental Reservations

EPA has reservations concerning the environmental effects of certain aspects of the proposed project. EPA believes that further study of suggested alternatives or modifications is required and has asked the originating Federal agency to reassess these aspects.

EU--Environmentally Unsatisfactory

EPA believes that the proposed project is unsatisfactory because of its potentially harmful effect on the environment. Furthermore, the Agency believes that the potential safeguards which might be utilized may not adequately protect the environment from hazards arising from this project. The Agency recommends that alternatives to the project be analyzed further (including the possibility of no action at all):

Adequacy of the Impact Statement

Category 1--Adequate

The draft impact statement adequately sets forth the environmental impact of the proposed project as well as alternatives reasonably available to the project.

Category 2--Insufficient Information

EPA believes that the draft impact statement does not contain sufficient information to assess fully the environmental impact of the proposed project. However, from the information submitted, the Agency is able to make a preliminary determination of the impact on the environment. EPA has requested that the originator provide the information that was not included in the draft statement.

Category 3--Inadequate

EPA believes that the draft impact statements does not adequately assess the environmental impact of the proposed project, or that the statement inadequately analyzes reasonably available alternatives. The Agency has requested more information and analysis concerning the potential environmental hazards and has asked that substantial revision be made to the impact statement.

If a draft impact statement is assigned a Category 3, no rating will be made of the project, since a basis does not generally exist on which to make such a determination.

APPENDIX D

PUBLIC RESPONSE

Prepared by R. V. Emetaz



on
proposed
forest
service
off-road
vehicle
regulations
& draft
environmental
statement

Public Response



Prepared by:

Roland V. Emetaz

Technical Assistance:

Joel Dahlin

Roger Clark

Coders:

Jamia Murray

Rene Dailey

Mary Jane Davis

Roland V. Emetaz

PACIFIC NORTHWEST REGION
PORTLAND, OREGON

July 1, 1973

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1900

1	Jan 1	1899	100.00	100.00
2	Feb 1	1899	100.00	100.00
3	Mar 1	1899	100.00	100.00
4	Apr 1	1899	100.00	100.00
5	May 1	1899	100.00	100.00
6	Jun 1	1899	100.00	100.00
7	Jul 1	1899	100.00	100.00
8	Aug 1	1899	100.00	100.00
9	Sep 1	1899	100.00	100.00
10	Oct 1	1899	100.00	100.00
11	Nov 1	1899	100.00	100.00
12	Dec 1	1899	100.00	100.00
13	Jan 1	1900	100.00	100.00
14	Feb 1	1900	100.00	100.00
15	Mar 1	1900	100.00	100.00
16	Apr 1	1900	100.00	100.00
17	May 1	1900	100.00	100.00
18	Jun 1	1900	100.00	100.00
19	Jul 1	1900	100.00	100.00
20	Aug 1	1900	100.00	100.00
21	Sep 1	1900	100.00	100.00
22	Oct 1	1900	100.00	100.00
23	Nov 1	1900	100.00	100.00
24	Dec 1	1900	100.00	100.00
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27	Mar 1	1901	100.00	100.00
28	Apr 1	1901	100.00	100.00
29	May 1	1901	100.00	100.00
30	Jun 1	1901	100.00	100.00
31	Jul 1	1901	100.00	100.00
32	Aug 1	1901	100.00	100.00
33	Sep 1	1901	100.00	100.00
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79	Jul 1	1905	100.00	100.00
80	Aug 1	1905	100.00	100.00
81	Sep 1	1905	100.00	100.00
82	Oct 1	1905	100.00	100.00
83	Nov 1	1905	100.00	100.00
84	Dec 1	1905	100.00	100.00
85	Jan 1	1906	100.00	100.00
86	Feb 1	1906	100.00	100.00
87	Mar 1	1906	100.00	100.00
88	Apr 1	1906	100.00	100.00
89	May 1	1906	100.00	100.00
90	Jun 1	1906	100.00	100.00
91	Jul 1	1906	100.00	100.00
92	Aug 1	1906	100.00	100.00
93	Sep 1	1906	100.00	100.00
94	Oct 1	1906	100.00	100.00
95	Nov 1	1906	100.00	100.00
96	Dec 1	1906	100.00	100.00
97	Jan 1	1907	100.00	100.00
98	Feb 1	1907	100.00	100.00
99	Mar 1	1907	100.00	100.00
100	Apr 1	1907	100.00	100.00

I. The Issue

Historically, National Forest land has been open to OFF ROAD VEHICLE USE UNLESS SPECIFICALLY CLOSED. Executive Order 11644, dated February 8, 1972, called for Federal land-managing agencies to adopt regulations to ensure that off-road vehicle use is controlled and directed so as to protect resources, promote safety of all users, and minimize conflicts among the various users of public land.

The Forest Service published their proposed regulations on March 2, 1973, in The Federal Register and requested public comment. The proposal would require the administrative designation of areas where off-road vehicle use may be allowed, restricted, or prohibited. Decisions concerning such designation, would have as their basis, the continuing resource planning process including public input for National Forest lands. The target date for completion of this work, including public involvement, is December 31, 1976.

Besides the published Regulations, a draft environmental statement and administrative instructions were prepared by the Forest Service. The Draft Environmental Statement described two alternative methods of implementing the Executive Order:

Alternative (A) - Immediate prohibition of all off-road vehicles on National Forest System lands followed by study and later designation of areas and trails where use is allowed.

Alternative (B) - Continued recognition of, and provisions for, off-road vehicle use. Study and identify areas where this use is and is not acceptable and impose necessary controls as outlined in the administrative instructions.

Chronology of public notification of the issue:

<u>Date</u>	<u>Action</u>
February 8, 1972	Executive Order 11644 published
February 9, 1973	Forest Service News Release -- Regulations due for publication in one week -- DES & FM instructions also prepared
March 2, 1973	Forest Service ORV Regulations published -- Federal Register. Comments requested April 2, 1973. Extended to May 1, 1973.

March 8, 1973

Forest Service News Release --
Notice that Draft Environmental
Statement and proposed Manual
instructions sent to CEQ

March 13, 1973

Proposed Regulations, DES, FSM,
Materials sent to Regions

March 14, 1973

DES filed with CEQ

II. Public Response at a Glance

Publication of proposed regulations and request for public comment on them was the first step toward establishing rules about the use of off-road vehicles on the National Forests. We have used the Codinvolve Systems to help answer questions the decision makers have concerning the proposed ORV Regulations.

A. Was the Public Involvement Process Successful?

Only 566 written inputs were received representing 707 persons. The light response indicates poor publicity of a Nationally significant issue; therefore, we question whether this public involvement process was truly representative of all the people. Though the response was light at this stage, the Regulations do specify full public participation before areas and trails are designed on individual National Forests.

B. What was the Nature of Public Opinion Concerning the Draft Environmental Statement and Proposed Alternatives on the Proposed ORV Regulations?

Many of the 168 inputs on the Draft Environmental Statement indicated that it was neither sufficiently complete nor broad to satisfy the requirements of NEPA. Alternative "B" which recognizes ORV Recreation as an established use was the favored alternative.

C. What were the Feelings of the Public Concerning ORV Regulation?

Of those commenting on the ORV regulations in general terms, 67 percent were in favor. Supporting reasons included wildlife, soil, vegetation protection and control of noise pollution.

D. What did People say about Specific Sections of the Regulations?

Many, even though in favor of a particular section of the regulations, offered reasons for improving its content. Two regulations, 295.5 and 295.7 drew considerable opposition.

Of the 36 inputs concerning Regulation 295.5 - Public Information, 64 percent were against it. Those both for and against favored posting "open" areas rather than "closed" areas.

Regulation 295.7, which included the Mining exemption, drew the most interest with 121 inputs and 144 signatures. Of these, 75 percent were against it. Those against felt that the mining exemption "loophole" would be difficult to enforce as to validity and is inconsistent with the intent of E.O. 11644.

III. THE NATURE OF THE RESPONSE

A. How many responded ?

Personal letters amounted to the greatest share of the response, accounting for 85 percent of the total written input. This amounted to 566 written inputs representing 707 persons.

Input		Number of Inputs	Percent
Personal letters	I	485	85
	S	535	76
Report	I	23	4
	S	20	3
Petition	I	7	1
	S	93	13
Form letter	I	51	10
	S	59	8
TOTAL	I	566	100
	S	707	100

This input is surprisingly small considering that the issue is of National significance. For example, two local Pacific Northwest issues - The Alpine Lakes Study and the Douglas-fir Tussock Moth Control proposal drew respectively 4,690 written inputs representing 5,380 persons and 827 written inputs representing 2,146 persons.

Though responses were few, a number were carefully prepared and worthy of referral in developing the final Regulations and Draft Environmental Statement 1/. Also, a number of individuals asked specific questions or requested specific information. These letters need replies 2/.

A number of the responses indicated that too little time was provided to prepare a response while others felt that the proposed off-road vehicle regulations were given too little publicity.

Though a number of the responses were stimulated by news releases and the Federal Register notices, it appears that a concentrated effort by Forest Supervisor, in a few isolated cases, stimulated some of the better responses. For example,

1/ Appendix, page 36

2/ Appendix, page 37

Supervisor Lancaster of the Los Padres National Forest, through a form letter directed to individuals, stimulated considerable response. Other National Forests, the Allegheny, Shawnee, Clark, Mark Twain, Sam Houston, and Hoosier, whether it was through local news releases or other forms of public contact, stimulated considerable response. The Chief, by direct contacts with National organizations, also stimulated valuable responses. Lack of publicity, especially on a local basis, and insufficient time for the message and information to filter down to the user caused the limited response. In cases where an extra effort was made to obtain public involvement, it was successful. Where an extra effort was not made, the response was weak or nonexistent.

E. Who responded?

Individuals amounted to over one-half (52 percent of the input) with formal groups amounting to the next largest share (27 percent).

Respondent		Number of Inputs	Percent
Individual	I	269	52
	S	344	48
Household	I	41	8
	S	69	10
Informal Group <u>1/</u>	I	11	2
	S	54	7
Formal Group <u>2/</u>	I	139	27
	S	186	25
VIP <u>3/</u>	I	3	1
	S	3	1
Government <u>4/</u>	I	55	10
	S	63	9
TOTAL	I	518	100
	S	719	100

1/ Informal groups are defined as two or more nonhousehold signatures.

2/ Formal groups were coded when an officer of an organization wrote representing the group.

3/ VIP's were classed as Governors, Representatives, Senators.

4/ Government - Local, State, and Federal agencies.

C. Where the Respondent Was From

Responses were greatest from those portions of the country with the most National Forest acreage. The Mountain States accounted for 38 percent of the response; the Pacific Coast States, 25 percent; the Northeast, 22 percent; the Midwest States, 9 percent; the Southeast States, 4 percent; and Alaska, 2 percent. Though the Mountain States represented the greatest number of responses, only three were received from the State of Colorado.

The Northeast, though low in National Forest acreage, showed considerable response. Two reasons: Many responses were from National organizations and Federal agencies whose offices are in Washington, D.C., and, two, it appeared that the Allegheny, Shawnee, Hoosier and Wayne National Forests had effectively stimulated public response.

Residence <u>1/</u>		Number of Inputs	Percent
Pacific Coast	I	132	25
	S	224	31
Mountain	I	196	38
	S	255	36
Midwest	I	49	9
	S	54	8
Northeast	I	113	22
	S	147	21
Southeast	I	23	4
	S	24	3
Alaska	I	9	2
	S	9	1
TOTAL	I	522	100
	S	713	100

IV. How was the Response Analyzed and Displayed?

A. The Retrieval Process

The method used in this analysis is the Codinvolve System for analyzing public input. This system was developed in 1972 by Roger N. Clark and John C. Hendee, PNW Forest and Range Experiment Station, Seattle, Washington, and George Stankey, Intermountain Experiment Station. The Codinvolve System, basically a method of coding and classifying written inputs with provisions for retrieval was adapted to the ORV analysis through a joint effort of Joel Dahlin, Snoqualmie National Forest and Roger Clark, PNW Forest and Range Experiment Station.

The Codinvolve System involved several steps:

1. Identify questions about the public inputs important to developing the analysis: For example, what opinions were expressed? How did they vary according to who responded? Form of input. What reasons were given to support the opinions expressed?
2. Design coding categories to answer the questions based on survey of content of inputs.
3. Develop instructions for coders.
4. Assign a sequence number to the inputs.
5. Train Coders.
6. A dry run which consisted of coding letters and making reliability checks. Reliability checks consisted of each coder coding the same letter and then comparing results. Any difference between coders was corrected through additional training and supplemental instructions.
7. Read and code the written inputs. This phase took four coders two days. Forest Service letters and letters received after June 18, 1973, were not coded nor a part of the analysis.
8. Coded cards are retained in the Regional Office, Portland, Oregon, in case more data is needed.
9. Hand sort of the qualitative data, pro-con regulations, DES alternatives and regulations and consolidate reasons.
10. A brief cost analysis for doing the job is included in the Appendix.^{1/}

B. The Display Process.

The format to display the data throughout this report will show the number of inputs (I) and the number of signatures (S) on views or objections and by form of input. The positions of Government (local, State and Federal); VIP's, Organizations (Preservation, Commercial, National Forest Permittees and users) are listed in the Appendix.1/ These groups are also listed alphabetically in the Appendix in order to facilitate retrieval of letters.2/

V. The Response

The major goal of the public involvement process was to find out how people felt about the proposed OFF-ROAD VEHICLE Regulations. Therefore, the majority of the input concerned the Regulations. Others chose to comment on the Executive Orders, others, the Draft Environmental Statement, and others commented on all three. On the other hand, many had no opportunity to review any of these. Input, therefore, in some instances, was conveyed in very general terms while in others it was very specific. In the analysis we have made a concerted effort to convey the public's feelings, both broad and specific.

A. What were the general feelings of the public concerning the "Regulations", "Complete Closures", and "Executive Order 11644?"

a. Regulations

Of the 288 inputs which commented on the regulations, 67 percent favored them.

	PERSONAL	REPORT	PETITION	FORM LETTER	ALL PERSONS	PERCENT
I1/	144	9	-	-	153	67
S2/	163	12	-	-	175	63
I	74	-	1	-	75	33
S	83	-	22	-	105	37
TOTAL						
I					228	
S					280	

The general supporting and opposing reasons most often discussed concerning the "Regulations" were:

REASONS FOR:

Wildlife protection (27) 3/
 Soil protection (27)
 Noise pollution (21)
 Vegetative protection (20)
 ORV's should be confined
 to roads (20)
 ORV's are incompatible w/solitude
 and backcountry (15)
 ORV's users tend to be oblivious
 to a concern for the environ-
 ment (15)
 Specific ORV use areas should be
 identified (8)
 Safety (7)
 But regulations too broad (6)

REASONS AGAINST:

National Forest should be open (7)
 ORV users are environmentally
 conscious (7)
 Need a place for ORV use (5)
 Multiple use means National Forests
 should be open to all users (5)
 Regulations totally inadequate (2)
 Cannot enforce existing regulations (1)
 Causes hardship for handicapped, senior
 citizens, and the poor (1)

- 1/ Inputs
2/ Signatures
3/ Numbers in parenthesis represent the times reasons were stated in the written response

Wildlife, vegetation, soil protection, and noise pollution were among the most repeated reasons for favoring regulations. Many also felt that ORV's should be confined to National Forest roads as the vehicles are incompatible with solitude normally considered a parallel to off-road recreation. Others felt that ORV users tend to be oblivious to a concern for the environment. While favoring regulations, a number felt that the regulations were too broad as published. Those against regulations felt that National Forests belong to the people for multiple-use purposes including recreation and should be open for OFF-ROAD vehicle recreation. Others felt that ORV users, especially the cycle riders, are environmentally conscious and no longer are portrayers of the Hell's Angels Stigma. A few were against the regulations because, as published, the regulations were totally inadequate.

b. Closures

Some respondents interpreted the proposed regulations as meaning complete closure of National Forest lands, including roads, to OFF-ROAD vehicles. Others felt that in most cases, closures were unnecessary. Of the 130 comments on closures, 58 percent favored complete closures.

		PERSONAL	REPORT	PETITION	FORM LETTER	ALL PERSONS	PERCENT
PRO	I 1/	74	-	1	-	75	58
	S 2/	81	-	8	-	89	59
CON	I	55	-	-	-	55	42
	S	62	-	-	-	62	41
TOTAL	I					130	
	S					151	

The general supporting and opposing reasons most often discussed concerning "closures" were:

REASONS FOR

Total closure of National Forest land, a must (7) 3/
 Closures needed only during extreme weather conditions (5)
 Too difficult to enforce otherwise (3)
 Gasoline shortage (1)
 Complete closure except by permit (1)
 ORV damage too difficult to rehab (1)

REASONS AGAINST

It is a public right to use the land (12)
 Logging causes more damage (3)
 OK, a few closures (5)
 Do not penalize all for the carelessness of a few (2)

1/ Inputs

2/ Signatures

3/ Numbers in parenthesis represent the times reasons were stated in the written response

c. Executive Order 11644

Of the 37 inputs concerning E.O. 11644, 68 percent were in favor of it, while 32 percent were against it.

		PERSONAL	REPORT	PETITION	FORM LETTER	ALL PERSONS	PERCENT
PRO	I <u>1</u> /	23	2	-	-	25	68
	S <u>2</u> /	23	2	-	-	25	46
CON	I	11	-	-	1	12	32
	S	16	-	-	13	29	54
TOTAL	I					37	
	S					54	

Though favoring the intent of the Order, pro-respondents felt that the Forest Service was not responsive to its urgency or spirit. Those against the Executive Order felt it was unconstitutional and against the heritage of freedom. Others simply felt that public lands should be available to all types of recreation.

The general supporting and opposing reasons most often discussed concerning the "Executive Order 11644" were:

<u>REASONS FOR</u>
Minimizes conflicts with other uses (1) <u>3</u> / Agree w/EO but Forest Service not responsive (1)

<u>REASONS AGAINST</u>
Unconstitutional and against heritage of freedom (12) Unfair to ban majority to benefit a few backpackers (1) Public lands should be available to all types of recreation (1)

- B. Two alternative methods of implementing the Executive Order were discussed in the Draft Environmental Statement. What was the balance of opinion expressed about each alternative?

There were 168 inputs concerning Alternative A or Alternative B, or both. Of these, 55 inputs concerned Alternative A which specified immediate prohibition of all off-road vehicles on National Forest lands followed by study and later designation of areas and trails where use is allowed. Seventy-one percent were in favor. Of the 113 inputs, which spoke to Alternative B which specified continued recognition of and provisions for off-road vehicle use, 89 percent were in favor.

- 1/ Inputs
2/ Signatures

- 3/ Numbers in parenthesis represent the times reasons were stated in the written response

		PERSONAL	REPORT	PETITION	FORM LETTER	ALL PERSONS	PERCENT
<u>ALTERNATIVE (A)</u>							
PRO	I	34	3	2	-	39	71
	S	37	4	8	-	49	75
CON	I	15	1	-	-	16	29
	S	15	1	-	-	16	25
TOTAL	I					55	
	S					65	
<u>ALTERNATIVE (B)</u>							
PRO	I	94	2	2	3	101	89
	S	107	3	55	44	209	95
CON	I	11	1	-		12	11
	S	11	1	-		12	5
TOTAL	I					113	
	S					221	

a. Alternative A

Those in favor of Alternative A felt it was truly responsive to the Executive Order and more acceptable environmentally. Some felt that a complete closure would be necessary even after study. Those against Alternative A felt that such a drastic method to protect the environment and people was a waste of public funds. Supporting and opposing reasons most often discussed concerning Alternative "A" were:

REASONS FOR:

Better environmentally, soil, vegetation, wildlife protection (13) 1/
Most logical approach (2)
Recognizes the intent of NEFA and EO-11644 (1)

REASONS AGAINST:

Such a drastic approach not needed (4)
National economy will be effected (2)
Use would be restricted while areas are being studied (1)

b. Alternative B

Favorable respondents felt that Alternative B recognizes ORV recreation as an established use; therefore, the only fair

1/ Numbers in parenthesis represent the times reasons were stated in the written response

way to handle the situation. Some, though favoring the alternative, felt that this rapidly growing use needed to be defined more precisely and urged prompt action to identify where ORV use is acceptable and where it is not. Those against felt that Alternative B fell short of what was needed and if followed would take years to implement while damage to resources would continue unabated. Supporting and opposing reasons most often discussed concerning Alternative "B" were:

REASONS FOR

Recognized as an established use (5)
 Most reasonable and least costly method (3)
 OK but must be defined more completely and precisely with time limits (4)

REASONS AGAINST

Would require years to implement, damage to resources and values continue unabated (4)
 Weakens existing regulations (3)
 Falls short of what is needed (1)

c. Other Comments

Some respondents felt that the discussion of alternatives was inadequate while others suggested additional alternatives. For example, in lieu of Alternative A, some trails and roads should be designated open until further study.

- C. Though comments on the body of the Draft Environmental Statement (Economic, Favorable Environmental Impacts, Adverse Environmental Impacts) were few, those received were fruitful.

		PERSONAL	REPORT	PETITION	FORM LETTER	ALL PERSONS	PERCENT
ECONOMIC							
PRO	I	6	-	-	-	6	46
	S <u>1/</u>	6	-	-	-	6	43
CON	I	6	1	-	-	7	54
	S	6	2	-	-	8	57
<u>FAVORABLE ENVIRONMENTAL IMPACT:</u>							
PRO	I	6	-	-	-	6	55
	S	6	-	-	-	6	55
CON	I	3	2	-	-	5	45
	S	3	2	-	-	5	45
<u>ADVERSE ENVIRONMENTAL IMPACT</u>							
PRO	I	9	1	-	-	10	48
	S	9	2	-	-	11	50
CON	I	11	-	-	-	11	52
	S	11	-	-	-	11	50

In summary, the economic portion of the Statement was superficial, not enough discussion on the economic impact on communities and industry resulting from closures nor enough on the cost to society resulting from damage and vandalism from ORV use. Respondents also felt that discussion concerning favorable and adverse impacts was neither sufficiently complete nor broad. The reasons most often given for improving the Draft Environmental Statement were:

ECONOMIC

Insufficient information on the economic impact on communities and industry due to closures (3) 3/
 Insufficient information on the cost to society resulting from damage and vandalism from ORV use (1)

1/ Inputs

2/ Signatures

3/ Numbers in parenthesis represent the times reasons were stated in the written response

FAVORABLE ENVIRONMENTAL IMPACTS

Need more definite language on air pollution resulting from ORV use (2)
 Use definite statements, rather than "can", "may", or "will" (1)
 Remove safety and conflict factors since they are not environmental impacts (1)
 Studies concerning Environmental Impacts of ORV's should be referenced (1)
 Reduction of hunting harvest not logical (1)
 Some damage would occur without ORV use (1)

ADVERSE ENVIRONMENTAL IMPACTS

Too sketchy, fails to utilize available studies (1) 1/
 Include effect on recreation experience, and costs to Forest Service (1)
 ORV's cause a disproportionately greater interference w/other uses (1)
 Add fuel crisis situation (1)
 How will mining use of ORV's be controlled (1)
 Wildlife disturbance should be discussed (1)
 ORV use not necessary for harvest, if so other methods could be used on permits issued. This situation need more discussion (4)
 Noise effects pro and con not discussed fully enough (2)

OTHER COMMENTS CONCERNING THE DRAFT ENVIRONMENTAL STATEMENT

Inadequate, too little concrete data (2)
 Study further the impacts of "A" and long-term productivity of controlled ORV's. No absolutely irreversible commitments of resources for proposal or alternatives were included (1)
 Estimated cost of implementation too low (1)
 Alternative "A" unfairly stated could close some areas now instead of making it all or nothing (1)
 Economic value of ORV industry too high - more study needed on entire ORV situation (1)
 Should study effects of Forest Service land closures on neighboring lands
 Will this force ORV's to private property and or other agency lands (1)
 Repetitious and redundant (1)
 Should state how study is to be conducted, under what time table, funding, and enforcement (1)
 Do not use trademark "JEEP", "JEEPSTERS" in statement (1)
 Adverse effects of ORV's overdrawn, ORV's do no more damage than other types of recreation (1)

1/ Numbers in parenthesis represent the times reasons were stated in the written response

D. What Did Public Inputs say About the Regulations?

The regulations for use of off-road vehicles were divided into various sections, each receiving several comments. Many, even though in favor of a particular regulation, had reasons for improving its content.

- a. Regulation 295.2 Definitions is too broad. Such items as "roads" and "trails", and "exclusions" need further definition.

		PERSONAL	REPORT	PETITION	FORM LETTER	ALL PERSONS	PERCENT
PRO	I <u>1/</u>	32	4	-	1	37	100
	S <u>2/</u>	45	5	-	1	51	100
CON	I	-	-	-	-		0
	S	-	-	-	-		0

The reasons most often given for improving Regulation 295.2 were:

Definitions too broad, define "road", "trail"- "ORV" "snowmobile"
 "organized event" (12) 3/
 Should not exclude motorboats (6)
 Should be allowed for utility maintenance, obtaining permits would mean delays in emergencies (8)
 Need guidelines for granting permits (1)
 Does this section include or exclude bulldozers under timber gale content (1)

- b. Regulation 295.3 Planning Designation of Areas and Trails was favored by most respondents though seasonal restrictions, consideration for archaeological and historical sites, carrying capacity, cooperation between other agencies must be considered in the planning process.

		PERSONAL	REPORT	PETITION	FORM LETTER	ALL PERSONS	PERCENT
PRO	I <u>1/</u>	30	6	-	-	36	95
	S <u>2/</u>	39	7	-	-	46	92
CON	I	2	-	-	-	2	5
	S	4	-	-	-	4	8

1/ Inputs

2/ Signatures

3/ Numbers in parenthesis represent the times reasons were stated in the written response

The reasons most often given for improving Regulation 295.3 were:

Seasonal Restrictions are recommended (3) 3/
 Consider archeological and historical sites in planning (3)
 Cooperation in planning with other agencies needed (3)
 ORV's should be confined to roads (2)
 Limit use, time and season of use according to carrying capacity of the
 land - rotate open areas (2)

- c. Regulation 295.4 Public Participation was favored by most, but they felt that the "how" was not specific enough and more time is needed (60 - 90 days) for public participation.

		PERSONAL	REPORT	PETITION	FORM LETTER	ALL PERSONS	PERCENT
PRO	I <u>1/</u>	28	2	-	-	30	91
	S <u>2/</u>	32	2	-	-	34	92
CON	I	3	-	-	-	3	9
	S	3	-	-	-	3	8

Specify "how" (5)
 More time needed for public participation 60 - 90 days (5)
 Public participation by the unknowledgable could be detrimental (2)
 Do not use public alone in decision making (1)

- d. Regulations 295.5 Public Information received 36 inputs. Thirty-six percent of the respondents were in favor of the regulation. Those both for and against favored posting "open" areas rather than closed areas. This procedure would be easier and less costly to administer and enforce.

		PERSONAL	REPORT	PETITION	FORM LETTER	ALL PERSONS	PERCENT
PRO	I <u>1/</u>	12	1	-	-	13	36
	S <u>2/</u>	14	1	-	-	15	40
CON	I	23	-	-	-	23	64
	S	23	-	-	-	23	60

1/ Inputs

2/ Signatures

3/ Numbers in parenthesis represent the times reasons were stated in the written response

Supporting and opposing reasons most often discussed concerning Regulation 295.5 were:

REASONS FOR

Restricted areas should be posted, too costly to police (1) 3/
If more areas are closed than open post the closed areas (1)
User groups should assist in designation of trails (1)

REASONS AGAINST

No provision for posting open, post areas open, rather than closed (18)
Difficult to enforce (1)
Reasons for closures should be posted (1)

- e. Regulation 295.6 Operating Conditions - We did not code this regulation as there was little response on it. Those that did respond felt that operating conditions should have been identified and use should be limited to licensed drivers.
- f. Regulation 295.7 Restricted and Prohibited Use drew the most interest with 121 inputs and 144 signatures. Of this number, 25 percent were in favor of the mining exception while 75 percent were against it. Those in favor (mainly oil and mineral interests) felt that unrestricted ORV access was needed in order to satisfy the nation's needs for oil and mineral exploration. Those against felt that the mining exemption "loophole" would be difficult to enforce as to validity and is inconsistent with the intent of the Executive Order. A number of respondents felt that legitimate mining use was acceptable but the use of off-road vehicle should be by permit only after need and authenticity of the proponent ascertained.

		PERSONAL	REPORT	PETITION	FORM LETTER	ALL PERSONS	PERCENT
PRO	I <u>1</u> /	28	1	-	1	30	25
	S <u>2</u> /	28	1	-	14	45	31
CON	I	85	6	-	-	91	75
	S	92	7	-	-	99	69

1/ Input

2/ Signatures

3/ Numbers in parenthesis represent the times reasons were stated in the written response

Supporting and opposing reasons most often discussed concerning Regulation 295.7 were:

REASONS FOR

Access by ORV needed for mining activities (7) 3/
Add: "and except for oil and gas exploration and operations under mineral leasing laws (2)
Rock hounding should be added as a legitimate use of ORV (1)

REASONS AGAINST

Eliminate mining exemption - loophole difficult to enforce - inconsistent with EO-11644. Exemption will be misused (62)
Mining interests should be required to obtain a permit only after need and authenticity ascertained (11)
No reason given for providing exemption to mining interests (1)

- g. Regulation 295.8 Off-Road Vehicle Permit was an acceptable method though procedures for obtaining permits were too vague.

		PERSONAL	REPORT	PETITION	FORM LETTER	ALL PERSONS	PERCENT
PRC	I <u>1/</u>	32	3	-	-	35	100
	S <u>2/</u>	36	3	-	-	39	100
CON	I	-	-	-	-	-	0
	S	-	-	-	-	-	0

The reasons most often given for improving Regulation 295.8 were:

Too vague - need specific permits regulations - where, what, how does one obtain a permit (5) 3/
User fees should fund ORV regulations (4)
Will permit authority be delegated to Regional Foresters (3)
Permits should only be issued for emergencies (2)
Exempt Federal Agencies from issuing permits for ORV use (2)
Require permits for all non-recreation use (2)
Need strict environmental safeguards for issuing permits (1)
If permits required for pipeline maintenance delays could endanger the public (2)
Too many exemptions may result in overuse in areas closed to ORV's (1)

- h. Regulation 295.9 Monitoring Effects of ORV Use was also considered a must but respondents felt that public participation was needed in monitoring. A number of individuals questioned whether or not there would be adequate funds for this activity as well as enforcement.

1/ Inputs

2/ Signatures

3/ Numbers in parenthesis represent the times reasons were stated in the RESPONSE.

		PERSONAL	REPORT	PETITION	FORM LETTER	ALL PERSONS	PERCENT
PRO	I	13	2	-	-	15	94
	S	13	3	-	-	16	94
CON	I	1	-	-	-	1	6
	S	1	-	-	-	1	0

The reasons most often given concerning monitoring ORV use.

Need public participation in monitoring (3) 1/
 Who will monitor? (3)
 More study needed on effects of different types of ORV's in specific areas (1)

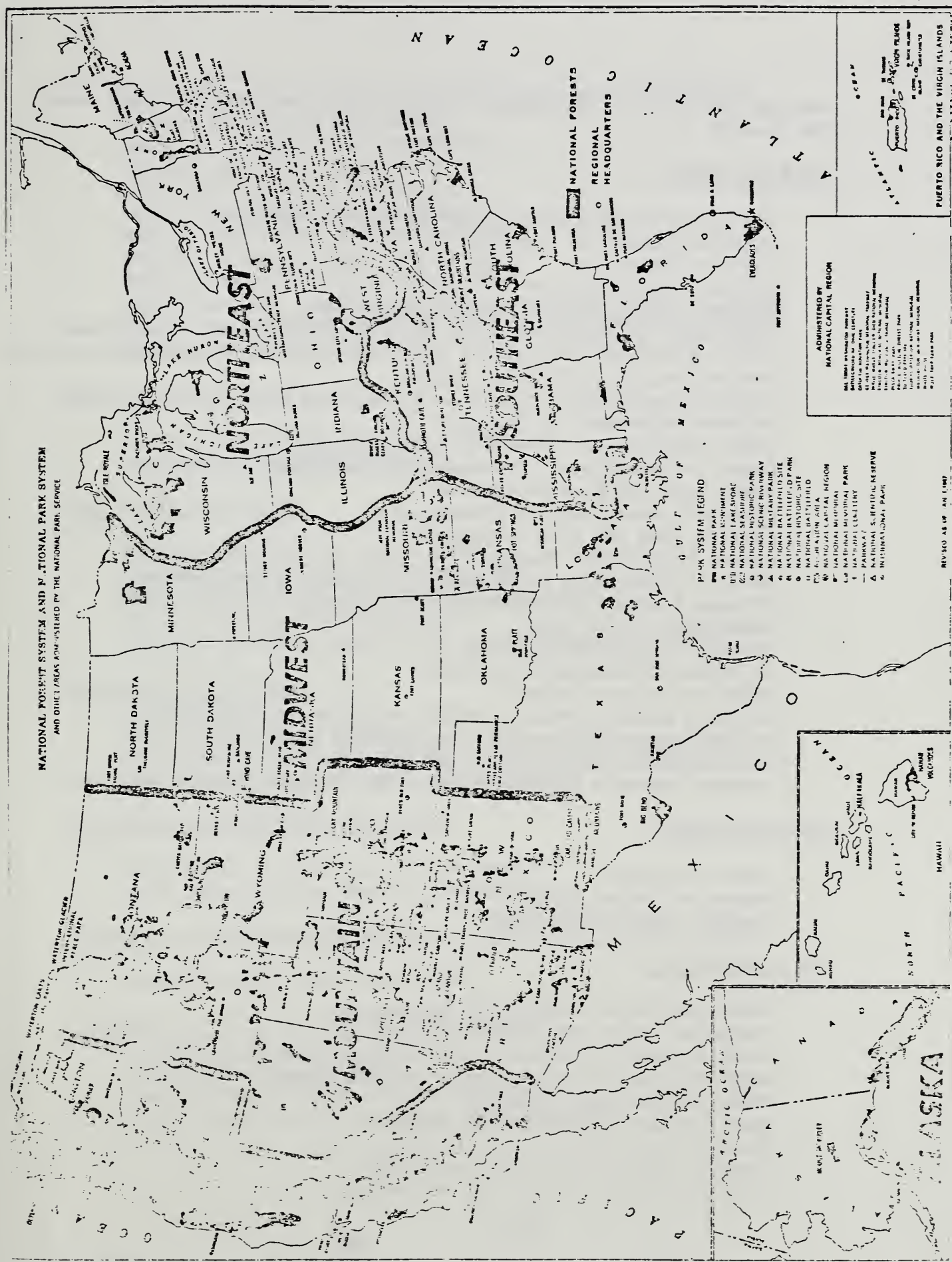
1. Other Comments Concerning the Proposed Regulations

Need effective law enforcement (7)
 Need to identify operating conditions - limit use of ORV's to licensed drivers (6)
 Revise or redraft, regulations only maintain status quo (4)
 Registration and user fees needed (3)
 Regulations need to be more restrictive (3)
 Public education program needed for ORV users may reduce need for regulations (2)
 Coordination needed between agencies in development and application of regulations (2)
 Regulations need to be responsive to the growing ORV industry and the needs of future generations (2)

1/ Numbers in parenthesis represent the times reasons were stated in the written response

VI THE APPENDIX





99

WHERE THE RESPONDENT WAS FROM

How did the various Governmental (Local, State and Federal) feel about the issues?

PRO REGULATIONS

Pennsylvania Department of Environmental Resources
 Ketchum Chamber of Commerce
 Corps of Engineers
 Oregon Game Commission
 Virginia Commission of Outdoor Recreation
 Department of Administration, Division of State of Rhode Island
 Utah - Department of Natural Resources, Division of Wildlife Reserve
 New Mexico, State Planning Office
 Advisory Commission on Arizona Environment
 Arizona Department of Health
 Idaho Planning and Community Affairs Agency
 County of San Diego - Environmental Development Agency
 Idaho Fish and Game Department
 Missouri, Department of Conservation
 Arizona Game and Fish Department
 Nevada Legislative Council
 Hawaii - Department of Planning and Economic Development
 Arizona Economic Planning and Development
 Department of the Army
 Missouri Highway Commission
 SE Missouri Planning Commission
 Texas Air Control Board
 Maricopa County, Arizona, Parks and Recreation Department
 Soil Conservation Society - Washington, D.C.
 Soil Conservation Society - New Mexico
 Cocopai Resource Conservation and Development Project - Arizona

CON REGULATIONS

State of Alaska
 Bureau of Indian Affairs
 Wyoming State Legislature

PRO ALTERNATIVE B

Idaho Wood River Council of Governments
 Tennessee Urban and Federal Affairs
 Kentucky Natural Resources and Environmental Protection
 North Carolina Wildlife Resources Commission
 Rhode Island State Planning
 West Virginia State Clearing House
 Oklahoma State Department of Agriculture
 Georgia Office of Planning and Budget
 Southeast Oregon Council of Governments

Montana Department of Natural Resources and Conservation
 Arizona State Land Department
 Nebraska Planning and Programming
 Vermont Executive Department
 Massachusetts State Planning
 Texas State Department of Health
 Montana Department of Fish and Game
 Montana Bureau of Mines and Geology
 Texas Parks and Wildlife Department
 Maine Fish and Game Department
 North Carolina Department of Natural and Economic Resources
 Alabama State Clearing House

CON REGULATION 295.2

North Dakota State Planning Division
 Missouri State Park Board

CON REGULATION 295.7

Idaho Department of Public Land
 Montana Department of Fish and Game
 Montana Department of Natural Resources
 Idaho Fish and Game Department
 Cocopai Resource Conservation and Development Project

PRO REGULATION 295.2

Soil Conservation Service
 Geological Survey (Exempt State and Federal Agencies)
 Idaho Department of Water Administration

CON DRAFT ENVIRONMENTAL STATEMENT

Montana Environmental Quality Council
 Ohio Department of Natural Resources

PROVIDED INFORMATION FOR IMPROVING REGULATIONS 295.2 - 295.9

Environmental Protection Agency

REVIEWED DES AND REGULATIONS - NO COMMENT

Atomic Energy Commission
 Iowa Office of Planning and Program
 North Carolina Department of Administration

How did VIP's (Governors, Representatives, and Senators) feel about the issues?

PRO REGULATIONS

John Blatnik - House of Representatives - Minnesota

CON REGULATIONS

Herbert Fitz - House of Representatives - Idaho

PRO CLOSURES

Barry Goldwater - Senator - Arizona

How did Preservation Organizations feel about the issues?

PRO REGULATIONS

Upper Cook Inlet Chapter, Alaska Conservation Society
 Albuquerque Wildlife and Conservation Association
 Appalachian Mountain Club
 Argonne Lapidary and Geological Society
 California Trout
 National Wildlife Federation
 Sierra Club - ORV Task Force
 Illinois Audubon Society
 Upper Missouri Group - Sierra Club
 Montana Wilderness Association, Great Falls Chapter
 Sierra Club - Rio Grande
 Sierra Club - Los Padres
 Izaak Walton League
 Desert Bighorn Council
 Active Conservation Tactics
 Endangered Species Commission
 Wildlife Society
 Izaak Walton League of America
 Wilderness Society
 Sierra Club, Vermont
 Utah Wildlife and Outdoor Recreation Federation
 Alaska Conservation Society and Vol. Al. Cont. for Environment
 Albuquerque Environmental Center
 New Mexico Wilderness Commission
 Nevada Wildlife Federation
 Connecticut Citizen Action Group
 Cibola Coordination, New Mexico, WSC
 Colorado Plateau Environmental Advisory Council
 New Mexico Wilderness Study Committee
 Natural Resources Defense Council, Inc.
 Idaho Environmental Council

CON REGULATIONS

Four Corners Wilderness Workshop
 National Audubon Society

PRO ALTERNATIVE "A"

Preservation of Armand Bayou Commission
 West Mass. Public Interest Research Group
 Sierra Club (Northwest)
 Sierra Club (San Francisco)

PRO ALTERNATIVE "B"

Oktibber Audubon Society
 Yavapai Group - Sierra Club

CON ALTERNATIVES "A" AND "B"

Sierra Club (New England)

PRO CLOSURES

Citizens for a Better Environment
Indiana Audubon Society

CON REGULATION 295.7

Montana Wilderness Association Flathead Chapter
Idaho Wildlife Federation
Montana Wilderness Association
North Cascades Conservation Council
Federation of Western Outdoor Clubs
Appalachian Mountain Club
Wilderness Society
Sierra Club - ORV Task Force
Sierra Club
Citizens for a Better Environment
Sierra Club - New England
Nevada Wildlife Federation
Alaska Conservation Society
Sierra Club - Upper Missouri Group
New Mexico Wilderness Commission
Upper Cook Inlet Chapter, Alaska Conservation Society
Sierra Club - Unita Chapter
Colorado Plateau Environmental Advisory Council
Sierra Club - Northwest Section
Olympic Park Association
Active Conservation Tactics
Idaho Environmental Council
California Trout
Cibola Coordination, New Mexico, WSC
Four Corners Wilderness Workshop
Albuquerque Environmental Center
Idaho Wildlife Federation
New Mexico Conservation Coordinating Committee
Utah Wildlife and Outdoor Recreation Federation
Albuquerque Wildlife and Conservation Association

How did the various commercial groups feel about the issues?

PRO REGULATIONS

Arizona Public Service Company
 Society of American Foresters
 Society of Range Management, New Mexico Section
 American Farm Bureau Federation
 Costal Mining Company
 University of Missouri, School of Forestry
 Louisiana State University, School of Forestry and Wildlife
 Management

CON REGULATIONS

Outdoor Marine Corporation
 National Wool Growers Association

PRO ALTERNATIVE "B"

Gila National Forest Grazing Advisory Board

CON ALTERNATIVE "B"

Butte Water Company

CON CLOSURES

Jeep Corporation

CON REGULATION 295.7

National Wool Growers Association
 Phelps Dodge Corporation
 Gila National Forest Grazing Advisory Board

CON REGULATION 295.8

Continental Telephone Service Corporation
 General Telephone and Electronics Corporation

PRO REGULATION 295.7

Texaco
 Tuscaroa Mining Company
 Hecla Mining Company
 American Smelting
 Chevron Oil Company
 Bunker Hill Company
 West Montana Mining Association

CON REGULATION 295.8

Southern California Natural Gas
U.S. Independent Telephone Association
Consolidated Gas
Trunkline Gas
Texas Eastern
Tennessee Gas Pipeline
Natural Pipeline Gas
Colorado Interstate Gas
Burlington Northern
Society of American Foresters

How did users and National Forest Permittee Organizations feel about the issues?

PRO REGULATIONS

California State Auto Association
Sports Fishing Institute
International Snowmobile Association
Alaska Off-Highway Sportsmen's Association
Juneau Cycle Club
St. Louis Cycle News, Inc.
Stanislaus Trail Bike Association
Nordic Ski Club
Southern Arizona Hiking Club
Susquehannock Trail Club
Western Rockhound Association
Prescott Sportsmen Club
Mt. Charleston Owners Association
Missoula Snowgoers

CON REGULATIONS

Motorcyclist Association of New Mexico
Caribou Company Snowmobile Association
United States Ski Association
Outdoors Unlimited
Women for Constitutional Government

PRO ALTERNATIVE "A"

United States Ski Association

PRO ALTERNATIVE "B"

Mazamas
Fremont County Sportsmen
Gold City Enduro Riders, Inc.
Road and Trail Association
Outdoors Unlimited
Hellgate Cycle Club

PRO CLOSURES

Federation Garden Clubs of Missouri
Federation of Western Outdoor Clubs
Taos Ski Valley, Inc.

CON CLOSURES

Starters Cycle Club
Four-Wheel Drive Club
Wood River Recreation Association

CON REGULATION 295.2

California Association of Four-Wheel Drive Clubs

CON REGULATION 295.7

Gallatin Sportsmen's Association

Western Montana Fish and Game Association

United States Ski Association

United States Ski Association - Alaska Division

Juneau Cycle Club

In the responses, specific National Forests or areas were identified or commented on:

<u>NATIONAL FOREST OR AREA</u>	<u>SEQUENCE NO.</u> <u>1/</u>
Carson City	211
Ballinger Canyon	354
Los Padres National Forest	345
Mark Twain National Forest	151
Los Padres National Forest	357
Sandia Mountain Area	403
Ballinger Canyon	355
Clark National Forest	205
Sam Houston National Forest	109
Double Lake Campground, Cold Springs, Texas	102
Upper Ruby Drainage	231
Shawnee National Forest	61
Shawnee National Forest	62
Shawnee National Forest	66
Challis National Forest	517
Clark National Forest	153
Allegheny National Forest	195
Allegheny National Forest	186
Allegheny National Forest	181
Allegheny National Forest	179
Allegheny National Forest	178
Allegheny National Forest	168
Allegheny National Forest	167
Allegheny National Forest	161
Allegheny National Forest	157
Green Mountain National Forest (Vermont)	114
Hoosier National Forest	2
Mojave Desert	304
Sam Houston National Forest	104
Verde V., Arizona	453
Saddleback Mountain in Karibab National Forest	59
Kanab Creek or Canyon Area in Karibab National Forest	59
Federal Seashores and Parks, Hoosier National Forest	72
Carson National Forest - Wheeler Peak Wilderness	396
Ballinger Canyon, Los Padres National Forest	301
Sierra, Toiyabe, Inyo, Sequoia	335
White Mountain National Forest	121
Pacific Crest National Scenic Trail (Washington)	497
Snoqualmie National Forest	477
Ketchum - Sawtooth Mountains (Idaho)	419
Selway - Bitterroot Wilderness	77
Boundary Water Canoe Area, Superior National Forest	63
Ballinger Canyon	346
Clark National Forest	148
Hoosier - Wayne National Forest	71
Clark National Forest, Ironton, Missouri	149

NATIONAL FOREST OR AREASEQUENCE NO.

Ballinger Area	359
Los Padres National Forest, Ballinger Recreation Area	302
Ventura	353
East Fork Bitterroot River - Bitterroot National Forest	220
Lolo National Forest - Rattlesnake Creek Drainage Area	220
Shawnee National Forest	67
Lusk Creek	67
LaRue - Pine Hills Ecological Area	67
Hutchings Creek Area	67
Brazo Ridge - Osier Mesa - Cruces Basin	402
Canjilon Mountain - El Rito Meadows	402
Chama - Truth or Consequences	388
Toiyabe National Forest	218
Upper Kern; Grey Masses, Carson Iceberg	332
Winema, Klamath District and Adjacent Rogue River	
National Forest	425
Deerlodge National Forest	225
Clark and Mark Twain National Forest	199
Cox Creek Area	410
Clark National Forest	155
Los Padres National Forest	369
Shawnee National Forest	64
East of Pittsburgh	175
Allegheny National Forest	171
Allegheny National Forest	169

These Organizations offered especially valuable information which should be referred to in developing the final Regulations and Environmental Statements:

<u>ORGANIZATION</u>	<u>SEQUENCE NO.</u> <u>1/</u>
Active Conservation Tactics	319
National Wildlife Federation	1
Sierra Club - San Francisco	4
W. Rockhound Association	378
Sierra Club - ORV Task Force	3
California Association Four-Wheel Drive Clubs	342
American Motors	22
Outboard Marine Corporation	17
Natural Resource Defense Council	14
Sierra Club - New England	201
Izaak Walton League	13
Citizens for a Better Environment	69
Bass Medora	30
Caribou County Snowmobile Association	136
Magic Valley Snowmobile Club	516
United States Environmental Protection Agency	39

A number of individuals asked specific questions or requested specific information. These letters need replies.

QUESTIONSEQUENCE NO. 1/

Send final regulations	381
Send a copy of the analysis	379
Send a copy of the draft or final environmental statement	97
Would like a copy of National Forest Snowmobile Regulations	175
Wishes copies of recreation regulation for the Wayne and Allegheny National Forests	76
Wishes notification of any future action taken or proposed	67
Send a copy of the final ORV regulations	187
Wishes copies of any existing regulations pertaining to ORV's, probably on the Allegheny National Forest	180, 177
Wanted a copy of the draft environmental statement on the ORV regulations	288

<u>FORMAL GROUPS, COMPANIES, ORGANIZATIONS AND GOVERNMENT AGENCIES</u>	<u>SEQUENCE NO. 1/</u>
Active Conservation Tactics, Davis, California	319
Advisory Commission on Arizona Environment, Phoenix, Arizona	474
Alaska Conservation Society, Alaska Center for the Environment, Anchorage, Alaska	288
Alaska Off-Highway Sportmen's Association, Anchorage, Alaska	293
Albuquerque Environmental Center, Albuquerque, New Mexico	399
Albuquerque Wildlife and Conservation Association, Albuquerque, New Mexico	392
American Farm Bureau Federation, Washington, D.C.	6
American Motors, Detroit, Michigan	22
American Motorcycle Association, Westerville, Ohio	8
American National Cattlemen's Association, Washington, D.C.	7
American Smelting and Refining Company, Wallace, Idaho	36
Appalachian Mountain Club, Boston, Massachusetts	25
Argonne Lapidary and Geological Society, Idaho Falls, Idaho	27
Arizona Department of Health, Phoenix, Arizona	343
Arizona Public Service Company, Prescott, Arizona	447
Arizona State Land Department, Phoenix, Arizona	339
Atomic Energy Commission, Washington, D.C.	41
Big Muddy Four Wheelers, Inc., Carbondale, Illinois	67
Bonneville Power Administration, U.S. Department of Interior, Portland, Oregon	40
Bunker Hill Company, Kellogg, Idaho	441
Bureau of Indian Affairs, Albuquerque, New Mexico	389
Burlington Northern, Seattle, Washington	483
Butte Water Company, Butte, Montana	241
California Association of Four-Wheel Drive Clubs, Inc., Sacramento, California	342
California State Automobile Association, San Francisco, California	325
California Trout, San Francisco, California	335
Caribou Company Snowmobile Association, Soda Springs, Idaho	136
Chevron Oil Company, Denver, Colorado	29
Cibola Coordinator, New Mexico, WCS, Albuquerque, New Mexico	391
Citizens for a Better Environment, Bedford, Indiana	69
Cocopai Resource Conservation & Development Project, Prescott, Arizona	443
Colorado Interstate Gas Company, Colorado Springs, Colorado	34
Colorado Plateau Environmental Advisory Council, Flagstaff, Arizona	458
Company of San Diego Environmental Development Agency, San Diego, California	36
Connecticut Citizens Action Group, Hartford, Connecticut	125
Consolidated Gas, Clarksburg, West Virginia	124
Corps of Engineers, Department of Army, South Pacific Division, San Francisco	198

FORMAL GROUPS, COMPANIES, ORGANIZATIONS AND GOVERNMENT AGENCIES SEQUENCE NO.

Department of Economic Planning & Development, Phoenix, Arizona	442
Department of Administration, Division of State Planning, Tallahassee, Florida	170
Department of the Army, Facilities Engineering, Ft. Leonard Wood, Missouri	199
Desert Bighorn Council Sante Fe, New Mexico	398
Endangered Species Commission, Carson City, Nevada	216
Executive Department, Vermont, Montpelier, Vermont	115
Federated Garden Clubs of Missouri, Farmington, Missouri	143
Federation of Western Outdoor Clubs, Carmel, California	28
Fisheries and Game, Augusta, Maine	118
Four Corners Wilderness Workshop, Shiprock, New Mexico	394
Four-Wheel Drive Club, Joseph, Oregon	416
Fremont County Sportsmen, Idaho	249
Gallatin Sportsmen's Association, Bozeman, Montana	265
General Telephone Electronics Corporation, New York, N.Y.	19
Geological Survey, Washington, D.C.	42
Georgia State Office of Planning and Budget, Atlanta, Georgia	48
Gila National Forest Grazing Advisory Board	407
Gold City Enduro Riders, Inc., Dahlonega, Georgia	50
Hawaii Department of Planning and Economic Development, Honolulu, Hawaii	295
Hecla Mining Company, Wallace, Idaho	510
Hellgate Motorcycle Club, Missoula, Montana	223
Heilgate Motorcycle Club, Missoula, Montana	224
Idaho Department of Public Lands, Boise, Idaho	197
Idaho Department of Water Administration, Boise, Idaho	517
Idaho Environmental Council, Moscow, Idaho	350
Idaho Fish and Game Department, Boise, Idaho	405
Idaho State Planning and Community Affairs Agency, Boise, Idaho	507
Idaho Wildlife Federation, Coeur d'Alene, Idaho	351
Illinois Audubon Society, Lombard, Illinois	57
Indiana Audubon Society, Terre Haute, Indiana	72
Izaak Walton League of America, Arlington, Virginia	13
Izaak Walton League of America, Prescott, Arizona	445
Jeep Corporation, Detroit, Michigan	23, 24
Juneau Cycle Club, Juneau, Alaska	292
Kentucky State Department for Natural Resources and Environmental Protection, Frankfort, Kentucky	54
Ketchum Sun Valley Chamber of Commerce, Ketchum, Idaho	380
Louisiana State University, School of Forestry, Baton Rouge, Louisiana	52
Mackinac County Board of Commissioners, Naubinway, Michigan	78
Magic Valley Sno-mobile Club, Twin Falls, Idaho	516
Massachusetts State Planning, Boston, Massachusetts	120
Mazamas, Portland, Oregon	421

<u>FORMAL GROUPS, COMPANIES, ORGANIZATIONS AND GOVERNMENT AGENCIES</u>	<u>SEQUENCE NO.</u>
Mississippi State Clearing House, Booneville, Mississippi	47
Missoula Snowgoers, Missoula, Montana	280
Missouri Department of Conservation, Jefferson City, Missouri	145
Missouri State Highway Commission, Jefferson City, Missouri	155
Missouri State Park Board, Jefferson City, Missouri	139
Montana Bureau of Mines and Geology, Butte, Montana	276
Montana Department of Fish and Game, Missoula, Montana	277
Montana Department of Natural Resources and Conservation, Helena, Montana	279
Montana Environmental Quality Council, Helena, Montana	228
Montana Wilderness Association, Hamilton, Montana	230
Montana Wilderness Association, Great Falls Chapter, Great Falls, Montana	267
Motorcyclists Association of New Mexico, Albuquerque, New Mexico	403
Mount Charleston Home Owners Association, Inc., Las Vegas, Nevada	218
National Audubon Society, Washington, D.C.	10
National Wildlife Federation, Washington, D.C.	1
National Wool Growers Association, Public Lands Council, Falls Church, Virginia	9
Natural Pipeline Gas Company of America, Chicago, Illinois	31
Natural Resources Defense Council, Inc., Washington, D.C.	14
Nebraska Game and Parks Commission, Lincoln, Nebraska	94
Nevada Legislative Council Bureau, Carson City, Nevada	217
Nevada ORV Association, Reno, Nevada	43
Nevada Wildlife Federation, Inc., Sparks, Nevada	214
New Mexico Conservation Coordinating Council, Albuquerque, New Mexico	387
New Mexico State Planning Office, Sante Fe, New Mexico	404
New Mexico Wilderness Commission, Albuquerque, New Mexico	401
New Mexico Wilderness Study Commission, Albuquerque, New Mexico	402
Nordic Ski Club, Anchorage, Alaska	291
North Carolina Department of Natural and Economic Resources, Raleigh, North Carolina	204
North Carolina Resources Commission, Raleigh, North Carolina	203
North Cascade Conservation Council, Seattle, Washington	484
North Dakota State Planning Division, Bismarck, North Dakota	85
Ohio Department of Natural Resources, Columbus, Ohio	75
Oklahoma State Department of Agriculture, Oklahoma City, Oklahoma	95
Oktibbeha Audubon Society, Mississippi State, Mississippi	55
Olympic Park Association, Seattle, Washington	479
Oregon Game Commission, Salem, Oregon	430
ORV Task Force, Sierra Club, San Francisco	3
Outboard Marine Corporation, Milwaukee, Wisconsin	17
Outdoors Unlimited, Sawtelle Chapter, St. Anthony, Idaho	289
Outdoors Unlimited, Wyo-Utah-Nevada Chapter, Ogden, Utah	26
Pennsylvania Department of Environmental Resources, Harrisburg, Pennsylvania	202

FORMAL GROUPS, COMPANIES, ORGANIZATIONS AND GOVERNMENT AGENCIES SEQUENCE NO.

Phelps Dodge Corporation, Douglas, Arizona	18
Preservation of Armand Bayou Comittee, Pasadena, Texas	110
Prescott Sportsmens Club, Prescott, Arizona	448
Resources and Conservation, Helena, Montana	279
Road and Trail Association, Inc., Phoenix, Arizona	438
Saint Louis Cycle News, Inc., Florissant, Missouri	154
Soil Conservation Service, Reno, Nevada	45
Soil Conservation Service, Washington, D.C.	44
Sierra Club, Los Padres Chapter, Santa Barbara, California	328
Sierra Club, New England Chapter, Somerville, Massachusetts	201
Sierra Club, N.W., Seattle, Washington	487
Sierra Club, San Francisco, California	4
Sierra Club, Uinta Chapter, Ogden, Utah	471
Sierra Club, Vermont Group, New England Chapter	116
Society for Range Management, New Mexico Section	395
Society of American Foresters, Southern California Section	362
Society of Automotive Engineers Inc., New York, New York	12
Soil Conservation Service, Albuquerque, New Mexico	388
Southeast Missouri Regional Planning Commission, Perryville, Missouri	205
Southeastern Oregon Council of Governments, Vale, Oregon	431
Southern Arizona Hiking Club, Tucson, Arizona	444
Southern California Natural Gas, Los Angeles, California	37
Sport Fishing Institute, Washington, D.C.	11
Stanislaus Trail Bike Association, Modesto, California	326
Starters Motorcycle Club, Goleta, California	367
State Clearinghouse of Alabama, Montgomery, Alabama	51
State of Alaska, Juneau, Alaska	287
State of Iowa, Office of Planning and Programming, Des Moines, Iowa	58
State of North Carolina, Department of Administration, Raleigh, North Carolina	128
State Planning, Rhode Island, Providence, Rhode Island	123
Susquehannock Trail Club, Ulysses, Pennsylvania	186
Taos Ski Valley, Inc., Taos Ski Valley, New Mexico	396
Tennessee Gas Pipeline Company, Houston, Texas	33
Tennessee State Urban and Federal Affairs, Nashville, Tennessee	56
Texaco, Inc., Washington, D.C.	20
Texas Air Control Board, Austin, Texas	107
Texas Eastern, Shreveport, Louisiana	35
Texas Parks and Wildlife Department, Austin, Texas	108
Texas State Department of Health, Austin, Texas	106
Tuscarora Mining Corporation, Los Angeles, California	38
Trunkline Gas Company, Houston, Texas	32
Tennessee State Urban and Federal Affairs, Nashville, Tennessee	56
U.S. Environmental Protection Agency, Washington, D.C.	39
U.S. Independent Telephone Association, Washington, D.C.	15
U.S. Ski Association, Alaska Division, Anchorage, Alaska	285

FORMAL GROUPS, COMPANIES, ORGANIZATIONS AND GOVERNMENT AGENCIES SEQUENCE NO.

U.S. Ski Association, Denver, Colorado	16
Umpqua Gem and Mineral Club	422
Vermont Fish and Game, Montpelier, Vermont	114
West Virginia State Clearing House, Charleston, West Virginia	514
University of Missouri School of Forestry, Columbia, Missouri	152
Upper Cook Inlet Chapter, Alaska Conservation Society, Anchorage, Alaska	290
Upper Missouri Group of Sierra Club, Helena, Montana	257
Utah Department of Natural Resources, Division of Wildlife Resources, Salt Lake City, Utah	467
Utah Wildlife and Outdoor Recreation Federation, Salt Lake City, Utah	472
Veterans of Foreign Wars, Ely, Nevada	208
Virginia Commission of Outdoor Recreation Richmond, Virginia	127
WMPIRG (Western Mass. Public Interest Research Group), Amherst, Massachusetts	122
Washington State Planning and Community Affairs Agency, Olympia, Washington	500
Western Montana Fish and Game Association, Missoula, Montana	248
Western Montana Mining Association, Helena, Montana	251
Western Rockhound Association, Artesia, California	378
Wildlife Society, Illinois Chapter	68
Wilderness Society, Washington, D.C.	2
Women for Constitutional Government, Salt Lake City, Utah	470
Wood River Resource Area, Council of Governments, Gooding, Idaho	518
Wood River Recreation Association, Hailey, Idaho	390
Wyoming State Legislature, Cheyenne, Wyoming	99
Yavapai Group of Sierra Club, Grand Canyon Chapter, Prescott, Arizona	437

COST OF DOING THE ANALYSIS

Salaries:

Project Leader (1)	:	20 man days	=	\$1,489.60
Technical Assistants (3)	:	3 man days	=	240.00
Coders (3)	:	15 man days	=	291.28
Clerical (7)	:	11 man days	=	<u>308.63</u>
Sub-Total				\$2,329.51

Travel:

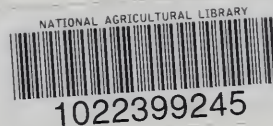
Project Leader :		=	\$ 379.77
Other (1) :		=	<u>137.85</u>
Sub-Total			\$ 517.62

Supplies and Services:

McBee Cards:		=	\$ 66.00
Printing :		=	<u>30.00</u>
Sub-Total			\$ 96.00
			<u><u> </u></u>
TOTAL			\$2,943.13

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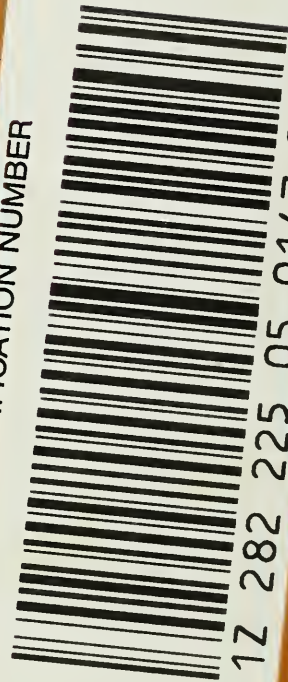


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